

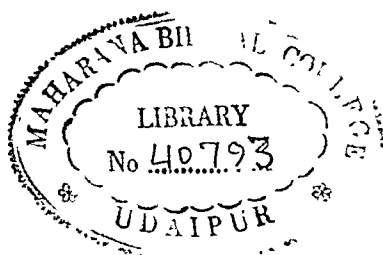


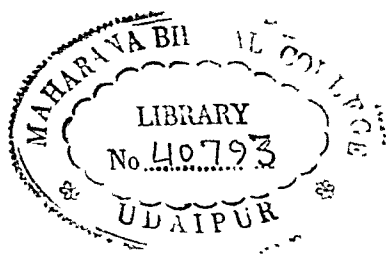
सत्यमेव जयते

**REPORT**  
**OF**  
**THE STUDY TEAM ON**  
**PANCHAYATI RAJ**  
**1964**

**PANCHAYAT AND DEVELOPMENT DEPARTMEN**  
**GOVERNMENT OF RAJASTHAN**

*Price : Rupees 6.00*





# CONTENTS

<i>Chapter</i>	<i>Subject</i>	<i>Page</i>
	Introduction .. .. .	(i)—(17)
I	Concept of Panchayat Raj .. .. .	1
II	Present Pattern .. .. .	9
III	Working of Panchayat Raj in Rajasthan .. .. .	18
IV	Structure and Mode of Elections (1) .. .. .	24
V	Structure and Mode of Elections (2) .. .. .	36
VI	Gram Sabha .. .. .	52
VII	Panchayat .. .. .	58
VIII	Panchayat Samiti .. .. .	74
IX	Zila Parishad .. .. .	84
X	Committees .. .. .	99
XI	Nyaya Panchayat .. .. .	106
XII	Transfered Schemes .. .. .	120
XIII	People's Participation .. .. .	142
XIV	Weaker Sections .. .. .	148
XV	Panchayat Raj Finances .. .. .	155
XVI	Budgeting and Accounting .. .. .	179
XVII	Recruitment, Placement, Promotion and Disciplinary Control of Services .. .. .	194
XVIII	Control and Supervision .. .. .	206
XIX	Co-ordination .. .. .	213
XX	Training .. .. .	218
XXI	Relationship .. .. .	229
	Summary of Conclusions and Recommendations— .. .. .	237
	Appendices .. .. .	279



## INTRODUCTION

0.1. It was in November, 1962 that the Government of Rajasthan appointed a Panchayati Raj Study Team. The Study Team however, could not start its work earlier than May, 1963. The declaration by the President of the State of National Emergency in the country in the wake of Chinese aggression required the Central and State Governments to concentrate on activities connected more directly with defence efforts. The order of the Rajasthan Government appointing the Panchayati Raj Study Team was held in abeyance. In the month of May, 1963 the Government, however, decided that the Study Team should proceed with its work.

0.2. The Panchayati Raj Study Team as originally constituted consisted of the following members:—

- |   |                   |
|---|-------------------|
| 1. Shri Sadiq Ali, M.P.    ..        ..        ..   | Chairman.         |
| 2. Shri Moti Lal Chaudhary, M.L.A.        ..        ..  | Member.           |
| 3. Shri P.K. Chaudhary    ..        ..        ..  | Member.           |
| 4. Shri T.N. Chaturvedi, the then Director of Industries & Supplies, Rajasthan, Jaipur (since transferred as Secretary, Industries & Supplies) ..        .. | Member.           |
| 5. Shri Anand Mohan Lal, Director of Evaluation, Rajasthan, Jaipur    ..        ..        ..  | Member.           |
| 6. Dr. Iqbal Narain, University of Rajasthan, Jaipur ..   | Member.           |
| 7. Shri Ram Singh, Joint Development Commissioner ..<br>Rajasthan, Jaipur   | Member-Secretary. |

The Study Team was reconstituted under Government Order No.F.5 (63) O&M/63 dated 21st August, 1963 when the following persons were also appointed as members:—

1. Shri Manik Chand Surana, M.L.A.
2. Shri Shiv Charan Mathur, Pramukh, Zila Parishad, Bhilwara (since elected as member of Lok Sabha also).
3. Shri Kesari Singh, M.L.A., Pradhan, Panchayat Samiti, Pali.

(ii)

0.3. The terms of reference of the Study Team were as follows :—

**I. To Study:**

(1) the working of the Panchayati Raj Institutions in the State with special reference to the following aspects:—

(i) *inter se* relationship between the Zila Parishads, the Panchayat Samitis and Panchayats;

(ii) implementation of transferred schemes, and adherence to State and National priorities in their implementation;

(iii) emphasis on production programme *vis-a-vis* the social amenities programme;

(iv) impact of the development programme on the weaker sections of the community;

(v) problem of co-ordination between various functionaries at different levels;

(vi) problem of co-ordination between the Panchayati Raj Institutions, voluntary agencies, associated institutions and other bodies like Khadi and Village Industries Board, Handloom Board etc;

(vii) involvement of the people in the development programme at various levels;

(viii) extent to which the Panchayats and Panchayat Samitis have been able to raise resources including loans; and

(ix) extent to which Gaon Sabhas are functioning.

(2) the Panchayati Raj Legislation of other States in relation to Rajasthan Legislation;

(3) important trends in the working of the Panchayati Raj Institutions;

(4) functioning of Nyaya Panchayats;

(5) functioning of the Village Level Workers' Training Centres and Panchayat Samiti Adhyayan Kendras.

**II. To suggest measures:**

(i) for improving the working of the Panchayati Raj Institutions including Gaon Sabhas and Nyaya Panchayats;

(ii) how best Sarpanchas, Pradhans and Pramukhs can function institutionally and fulfil their role in the Panchayati Raj set-up.

### III. To examine whether:—

(a) modifications in the Legislation—Acts and Rules—are necessary and if so to suggest such modifications;

(b) terms and conditions of implementing transferred schemes are satisfactory and to suggest improvements;

(c) organisational pattern at different levels is adequate;

(d) training imparted to Village Level Workers, Sarpanchas and Panchas is satisfactory and to make an assessment thereof.”

0.4. The Study Team as reconstituted in August, 1963 was required to submit its report to the Government within 6 months. But since the comprehensive character of the terms of reference required the study of a large number of problems connected with Panchayati Raj, we could not complete the enquiry within the prescribed time. We had to ask for some extension of time which the Government was good enough to sanction.

0.5. We held our first meeting on the 27th and 28th May, 1963 when preliminary discussions about the manner in which the inquiry should be conducted were held. Till the completion of our report we held 13 meetings extending over 36 days (The record of the meetings held and the duration of each meeting is given in Appendix IV).

0.6. As a result of our first discussions we decided to (1) prepare a questionnaire (2) conduct tours in Rajasthan and a few other States and hold interviews with persons connected with and interested in Panchayati Raj and (3) to study the published material on the subject of our study. A comprehensive questionnaire was drawn up in two parts A & B (*vide* Appendix I & II) covering the terms of reference and was issued to persons associated with the functioning of Panchayati Raj. As would appear from the statement (*vide* Appendix III) the response to the questionnaire issued by the Study Team was encouraging. The replies to the questionnaire yielded interesting and useful information and were helpful in shaping our opinion on the various issues before us. An analysis of the replies received in respect of some of the questions is given in Appendix VII.

0.7. In order to have a first-hand knowledge about the working of Panchayati Raj, the Study Team visited several places in Rajasthan and met a large number of people at meetings and group discussions and individual interviews. These persons included members and office bearers of Panchayats, Panchayat Samitis, Zila Parishads, official functionaries connected with these institutions, M.P.'s and M.L.A.'s and members of the general

public who showed interest in our study. A list of places and institutions visited by the Study Team is given in Appendix V and a list of persons interviewed is given in Appendix VI.

0.8. The terms of reference also cast on us the duty of studying the working of Panchayati Raj in other States in India. Since for obvious reasons it was not possible for us to visit every State we decided to visit Andhra, Maharashtra and Gujrat where we felt the main variants of Panchayati Raj could be studied. We are grateful to the three State Governments for the facilities they offered us in understanding the working of Panchayati Raj in their States.

0.9. Besides, the information collected through the questionnaire and tours, we made use of the available data in the Panchayat and Development Department, the studies carried out by the State Directorate of Evaluation and the several reports and publications brought out by the Union Ministry of Community Development and Co-operation. We are giving a list of such reports and publications in Appendix VIII.

0.10. Shri Ram Singh, the Joint Development Commissioner functioned as the Secretary of the Study Team. His rich experience in the field of Panchayati Raj, his patience and unfailing courtesy and habits of hard work were of valuable assistance to the Study Team. The burden of the entire secretarial work fell on him and his able, conscientious and energetic colleague Shri Laxmi Chand Gupta, Assistant Development Commissioner, whose services were made available to the Study Team.

0.11. The Study Team did not have a separate secretariat of its own. We had, therefore, to make use of the officers and staff of Panchayat and Development Department. We are thankful to them for their assistance and co-operation in the work of the Study Team.

---

## CHAPTER I

### CONCEPT OF PANCHAYATI RAJ

#### Introduction

1.1. Rajasthan has the distinction of being the first State after Independence to enact a comprehensive piece of legislation on Panchayati Raj. Panchayati Raj was inaugurated by the late Prime Minister Shri Jawahar Lal Nehru on 2nd October, 1959 with hope and faith which were widely shared by the people of Rajasthan, in fact, the whole country. The hope and faith were not newly born. It was during India's struggle to end foreign bondage that it seriously occurred to some of our great freedom fighters to work out the meaning and content of Swaraj. Although in the initial stages of the freedom struggle, the political aspect of Independence over-shadowed everything else, the economic content of freedom was not lost sight of. When the struggle entered its last phase involving mass participation, it was natural to think of Swaraj in wider terms, in terms of millions of people who lived in penury and oblivion in the half a million villages of India. When Swaraj began to be defined in concrete terms, Panchayati Raj found an important place in it. Gandhiji talked a great deal about it and explained what it meant in political, economic, social and cultural terms.

1.2. The concept of Panchayati Raj found an important place in the Directive Principles of State Policy in the Constitution of India. Article 40 of the Constitution lays down:

"The State shall take steps to organise village Panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government".

The words were few but were pregnant with meaning.

1.3. It naturally took some time for the concept of Panchayati Raj to develop and materialise when India started on its career of planned development. All our efforts in the initial stages were directed to solve the immediate problems that faced us. Rural development received our special attention but not in the frame-work of Panchayati Raj. Soon, however, there were stirrings of a new consciousness. Democracy, it was

realised, had little meaning if it did not touch in some intimate way the teeming millions in the villages of India; even their economic development was not something which could be imposed from above with a stream of orders issuing from the Central or the State Secretariat. It was obvious that if India had to progress, as it must, at a sufficiently rapid pace, it was necessary that our village communities took a substantial part of their destiny into their hands and did their own thinking, planning and organising. Their contribution then to the development of the country would be immense. Democracy would be a living thing in their lives, and not a mere slogan which made a pleasing sound but no solid sense.

### Community Development

1.4. This explains the background to the movement of 'Community Development'. The word community in the expression 'Community Development' emphasised the need for a collective and co-operative effort to improve the condition of our people. The aspect of self-help and self-reliance became the central theme. The movement of Community Development sought to embrace in its scope a wide variety of activities—economic, social and cultural. It introduced extension service in the fields of agriculture, animal husbandry, health, sanitation, social education, etc. It was obvious that the whole country could not be covered by Community Development all at once. We had neither the material resources for this wide coverage nor the necessary technical and administrative personnel. A few areas were, therefore, selected first. The results were encouraging and stimulating. The movement grew and widened. It covers the entire country today.

1.5. The movement of Community Development, however, had its ups and downs; its moments of elation and depression. One broad fact that emerged after a few years of experimentation was the declining tempo of popular participation in the programme of Community Development. The flow of both money and direction from above was primarily designed to stimulate popular initiative so that ultimately the external aid was largely dispensed with and people managed their own affairs. The tempo of development should increase and not decrease once the people become conscious of their vast potential resources and the way they should be used for the common good. This did not happen. The people who were beneficially affected by extension services continued to rely on the State-aid and those on whose personal well-being the movement did not make any particular " continued their apathy. The personnel manning the extension also tended to slacken in their zeal and enthusiasm when there stimulus of popular co-operation and participation.

1.6. It was in this context that a call came for some fresh thinking and fresh approach. It became necessary to take stock of such achievements as the Community Development had to its credit and assess the failure of some of its important objectives. A movement which depends for its success not on the wishes of the few but on the goodwill and co-operation of un-numbered millions, is bound to throw up many awkward problems. We have to face them as they arise and continue our march. This was exactly what the leaders of the Community Development chose to do when they were confronted with a basic difficulty.

### Panchayati Raj

1.7. It was exactly to tackle this basic difficulty that the Committee on Plan Projects decided to appoint what is now known as the Balvant-ray Mehta Study Team. The team was asked to suggest measures for ensuring economy and efficiency in the administration of the Community Development Scheme and to evoke popular enthusiasm for the programme. The terms of reference were later expanded to cover investigation into the reorganisation of district administration with a view to enable democratic bodies to 'take over the entire general administration and development of the district or sub-division.' It was this widening of the terms of reference which brought to the fore the concept of Panchayati Raj as the basic frame-work of rural administration and development.

1.8. The recommendations of the Study Team evoked great interest and stimulated considerable thinking in the country. The country was in a receptive mood. The Community Development Movement had come up against the barrier of popular apathy. There was search for a proper and adequate solution. When Democratic Decentralisation, which has now come to be known as Panchayati Raj, was suggested as the proper answer, there was considerable emotional warmth in the acceptance of the suggestion by the Government as well as the people. It was felt as though a key to regenerate our stagnant and tradition-ridden rural society was found. The country was long familiar with the idea of Panchayats and there was also a Constitutional Directive to underline its importance. Here was the right time to implement it. The basic apparatus of the Community Development was already there. It needed to be taken over by popular bodies so that they might put more life into it. They would also, it was hoped and believed, open up new perspective of development.

1.9. Panchayati Raj is in operation now in most of the States. Since it is a vast undertaking affecting almost 80 per cent. of India's massive population, no section of our countrymen can remain complacent or indifferent about its results. Panchayati Raj is sought to be judged in many

ways. It is judged primarily as a system of local government and also as an instrument of Community Development. In the context of widespread poverty and the low level of social services, Panchayati Raj without development would be a barren and sterile concept. Development is essential and vital.

1.10. When we think of the concept of Panchayati Raj all these basic considerations come to our mind. It is being asked whether Panchayati Raj is (1) a unit of local government or (2) an extension of the Community Development programme or (3) an agency of the State Government. We are clear in our minds that Panchayati Raj embraces in its scope all these three sets of functions. Panchayati Raj institutions, however, are primarily units of local government. This implies that the people in a village or a larger rural area are able to manage their local affairs and find solutions for their local problems.

1.11. In the context of the under-developed conditions of our country it is also necessary to emphasise the development aspect of Panchayati Raj. Illiteracy, disease, poverty and other ills that flow from them are not the right soil in which self-government can strike deep roots. These ills have to be conquered and in the conquest thereof Panchayati Raj Institutions will take their full share. They will, therefore, have to be more alert, awake and purposeful than their counterparts in other countries of the world.

1.12. While the maximum decentralisation and devolution of power and authority is what we have in view, it has to be borne in mind that this has to happen in the context of the current economic and social realities in the country. In the olden times, the Panchayat system did not represent any deliberate devolution of power and authority, nor did it function at the behest of the king. If a village managed its own affairs and evolved institutions appropriate to self-management, it was largely because the primitive means of communication did not permit any detailed or persistent interference from above. The village communities had their own staff of functionaries, the headman, the accountant, the watch-man, the school teacher and so forth. They maintained their tanks and wells, settled their small disputes, had their own defence force and performed a variety of other community services. The land revenue they paid to the king was their principal link with the State. All this changed, especially in the last two centuries. The villages lost their prestige and their autonomous character. Today we are taking deliberate steps to so arrange the administration of things that people in villages again manage their affairs to the maximum limit of their capacity, but in a different context.



Modern means of communications make it possible to secure the full subordination of villages to the central authority. This can happen easily under an authoritarian regime but this can also happen, under a democratic regime. Democracy, then, would be a limited concept functioning at certain levels and in certain spheres. Large areas of economic and social life and large sections of the community would remain untouched by the democratic way of life.

1.13. Villages in the olden times were full of vitality even when an autocrat ruled at the Centre. This happened in medieval times too. But under the British regime, partly on account of its exploitative character and partly on account of the beginnings of the machine age in India, the village autonomy and the more or less self-sufficient character of its economy received a mortal blow.

#### Local Government in other Countries

1.14. At this stage it would be fruitful to have a hurried glance over the system of Local Government Institutions in other countries of the world.

1.15. There is an impression in some circles as though the institution of Panchayats in ancient India were a peculiarly Indian achievement. It had perhaps some special features but in its basic content it was almost a universal phenomenon. The history of almost any old country would indicate the existence of local autonomy and local institutions. There was of course constant interaction of local and central institutions. In some countries the central administration arrived long after the actual origin of the local government. In other countries, organs of local government were the creation of the central government. In England and Wales, local government began in the small Anglo-Saxon townships under the authority of the King. Later the country was divided into counties and county boroughs. The county council is responsible for specific services over the whole administrative county, and the non-county and metropolitan borough councils, the urban district councils and the rural district councils are responsible for other services within their own areas. All these authorities are independent of each other.

1.16. In U. S. A. the earlier pattern of Government was British in origin but subsequently it adapted to the local conditions and local aspirations. The whole country is divided into counties. Within the county are rural and urban municipalities but they are not administratively subordinate to the County Government. The functions of municipal government

include police and fire protection, public works, libraries, parks, recreation, city planning, public health and housing. The American counties are by nature agencies of the State Government though they are free to take a number of activities on their own. The State Governments exercise extensive supervision over these institutions in the form of inspection and audit and directions involving financial procedures.

1.17 In the U. S. S. R. there is a uniform system of local government where each unit has similar structure and functions. Each local council is a legal entity and has wide range of functions including development of agriculture, industry and administration of municipal services. Comparatively new countries like U. S. A. and Canada have evolved their own systems suited to the modern industrial era.

1.18. The problems of local government which a modern State has to face are different from those of pre-industrial era. A modern State has a tendency to be a strong central power. It has to promote national ends. It is under a constant necessity to present a picture of strength, unity and cohesion. Economic growth and development in the post-industrial era also call for centralisation of power and resources but there is also a contrary tendency in evidence. The rapid and continuous growth in the scope of governmental functions make it necessary for the central government to create local organs or where they exist to devolve on them more power and responsibility. The local administration can take two forms, i.e., an effective local autonomy and what might be called a deconcentrated type of local administration which is in vogue in France through central officials. The central official is the local agent of the central government. He exercises large powers of supervision and control on local representative institutions. In countries like England and the U. S. A., the central control is exercised but the way it is exercised is different. The supremacy of the local elective council is accepted and municipal officers are subject to its discipline and control. In the United States, the elective principle is carried a stage further in so far that many of the local officers are popularly elected.

1.19. In India we are not aiming at the deconcentrated type of local administration but at a real devolution of power and authority.

1.20. The functions of the local government also vary from country to country. The services like sanitation, water supply, poor relief, maintenance of minor roads are almost invariably assigned to the local authorities but in some countries education is a national service; in others it is up to the certain stage a municipal responsibility. In U. S. A. a separate

agency is created to look after the education. In England it is among the jealously guarded functions of the local bodies.

**1.21.** From the broad review of the evolution of local government institutions, we find that there is a growing tendency for demarcation of distinct spheres of activity for the State Government and Local Government institutions. The activities of the State have come to be divided into what may be called State sector and local sector. It would however, be wrong to imagine that the Central Government, having divested itself of responsibility for some vital services to the nation can afford to be indifferent. It is their continuous concern to see that the local authority maintains essential standards of public service. The technological revolution in many fields calls for a constant watch so that a high quality is maintained in the various services, the local authority offers to the people. The State Government is, therefore, under a continued obligation to be watchful and vigilant, more so because it is responsible for over-all development and welfare of people and has to make substantial grants and subventions to the local institutions.

**1.22.** If we have made here a more than passing reference to local government in other countries, the purpose has been to show that in seeking to establish Panchayati Raj in India we are doing nothing unusual or unique. It is what any modern self-governing country must do and is doing. The main difference is that in other settled countries local government has passed through the process of evolution. We also had a long tradition of local government in this country but there was a disastrous break in it particularly during the British period of its history. The experiment of local self-government initiated in the later stages of the British Rule during the Viceroyalty of Lord Ripon was limited in purpose and content. Those experiments naturally suffered from several drawbacks inherent in foreign rule. We have had to begin afresh the whole process of local self-government after independence. New roots have had to be struck and new traditions built up to suit modern conditions. The local government in this country is required to perform tasks which it has not been necessary for local self-government institutions in more advanced countries to do. The local government institutions here, have not only to administer a few municipal functions but they have to initiate a process of growth and development in many fields and they have to do this in the context of meagre resources and paucity of the right type of technical and administrative personnel. It is also called upon to take special care of the socially and economically weaker sections of the population. The administrative personnel we require for manning these institutions have also to

be different in temper and training. They have to be in continuous touch with the people. While possessing standards of professional competence and integrity, they have to be alert and sympathetic to the hopes, wishes and aspirations of the people. They have also to be development-minded and cultivate the spirit of trusting the common man. The popular representatives carry a heavy responsibility. It is their integrity, enthusiasm and vision which will evoke the right response from the people and maximum co-operation from official functionaries. We view the evolution of Panchayati Raj in the background of this wider perspective.

## CHAPTER II

### PRESENT PATTERN

#### Background

2.1. Before we proceed to assess the working of Panchayati Raj and suggest measures for its consolidation and vitalisation, it would be worthwhile to survey in brief the development of Panchayati Raj in the State of Rajasthan.

2.2. Steps had been taken in the British Indian Provinces and some Indian States like Mysore and Baroda for organisation of Panchayats after the famous Ripon resolution and after the Indian National Congress came to power in most of the Provinces in 1937. A number of princely States of Rajasthan, following the example of the Provinces, realised the importance of representative institutions at the village level. The States of Jodhpur, Bharatpur, Jaipur, Sirohi, Udaipur and Karauli enacted Panchayat Legislation. The Bikaner State had its own Gram Panchayat Act much earlier in 1920. Some steps were also taken in this direction in the States of Kota, Bundi, Jhalawar, Tonk and Shahpura; but the approach was limited.

2.3. Thus, when the process of integration of States started in 1949 with the formation of the United States of Rajasthan with the capital at Udaipur, village Panchayats were functioning in some States though not on a systematic basis while in other States no such institutions existed. Thus, the new State of Rajasthan inherited a very vague and weak system of Panchayats. The institution of Panchayat in most of the former British Indian Provinces was much more systematic.

2.4. The first definite step towards the organisation of Panchayats in the State was the promulgation of Panchayati Raj Ordinance, 1948 by the United State of Rajasthan (Former Rajasthan). The ordinance introduced the system of Panchayats for a group of villages.

2.5. In 1949 the present State of Rajasthan came into being by merger in successive stages of the States of Jaipur, Jodhpur, Bikaner and the Matsya Union in the United State of Rajasthan with Jaipur as the capital. A separate Panchayat Department started functioning under the Chief Panchayat Officer. The Panchayats, however, were working under seven different enactments viz., old Rajasthan, Jodhpur, Bikaner, Jaipur, Sirohi,

Bharatpur and Karauli. The need for an integrated and comprehensive legislation was obvious. This need was fulfilled in 1953 when the Rajasthan Vidhan Sabha passed the Rajasthan Panchayat Act, 1953, which came into force on January 1, 1954. There were 2943 Panchayats functioning in the State when the Rajasthan Panchayat Act, 1953 came into force. Panchayats were reorganised or constituted for the first time where they did not exist previously under the new Act. The entire State was covered by 3929 Panchayats. The Rajasthan Panchayat Act, 1953, provided for constitution of Tehsil Panchayats at Tehsil level. At the district level, there were District Boards in some of the districts.

### **Community Development and Panchayats**

2.6. Community Development Programme was introduced in the State as in other States on 2nd October, 1952 with inauguration of seven Community Development Projects in different parts of the State. Community Development Programme focussed attention on the problem of all-round development of the rural area. The institution of Panchayat, as a representative body at the village level, assumed importance in this context. The Community Development Programme provided the funds and the Panchayats worked as the agency for rural development. The Balvantray Mehta Study Team recommended the system of democratic decentralisation (now known as Panchayati Raj) which aimed at providing an organically linked pattern of representative institutions at village, block and district level and devolution of powers to these institutions.

2.7. The Rajasthan Panchayat Samitis and Zila Parishads Act was passed by the State Legislature in September, 1959. Elections to 26 Zila Parishads and 232 Panchayat Samitis were held simultaneously, and with the existing village Panchayats, the three-tier system of Panchayati Raj came into operation all over the State on the 2nd October, 1959.

### **Introduction of Panchayati Raj**

2.8. At the time of introduction of Panchayati Raj in its present form, there were 110 blocks functioning in different parts of the State covering 17969 villages and about 56% of the total rural population of the State. The Government took a decision to introduce the system of Panchayati Raj throughout the State covering the block as well as non-block areas.

2.9. The Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 made numerous amendments in the Rajasthan Panchayat Act, 1953 to bring it in conformity with the new pattern of Panchayati Raj. The Panchayats at the village level, Panchayat Samitis at the block level and the Zila Parishads at the district level started functioning as parts of an integrated system.

2.10. The first elections to these institutions were held in September-October, 1959. These elections were confined only to Panchayat Samitis and Zila Parishads because the Panchayats were already functioning. The Act laid down the tenure of Panchayati Raj institutions as three years but in order to synchronise the period of elections for all the three institutions the term of first Panchayat Samitis and Zila Parishads was limited upto 31st January, 1961. The second Panchayati Raj elections for constitution of Panchayats, Panchayat Samitis and Zila Parishads all over the State were held at the end of 1960 and the Panchayati Raj institutions entered their second term of office from January, 1961.

### Panchayats

2.11. At the time of introduction of Panchayati Raj in the State in the year 1959, the population of panchayats varied from 3000 to 8000. Each Panchayat consisted of a village or a group of villages. The Panchayat Samitis and Zila Parishads were constituted on the basis of these Panchayats. In 1960, the Government decided to re-delimit the Panchayats with a view to making them coterminous with the smallest unit of revenue administration *viz.*, Patwar-circles as also to make them more accessible to people. Accordingly, 7394 Panchayat circles were carved out. Most of the Panchayats are co-extensive with one or more Patwar circles. Some Panchayats consist of part Patwar circles. In such cases one Patwar circle is divided into two or more Panchayats (*vide* Appendix XV).

2.12. The number of Panchas in every Panchayat varies from 8 to 15 depending on population. Elections to Panchayats are held on the basis of adult franchise by secret ballot. The Panchayat circle is divided into number of wards equal to the number of Panchas to be elected. One Panch is elected from each ward. There are provisions for co-option of two women and one member each of Scheduled Castes and Scheduled Tribes, if members of these classes are not elected.

2.13. The Chairman of the Panchayat, called the Sarpanch, is elected directly by the entire electorate of the Panchayat circle. He functions as the Chief Executive Authority of the Panchayat and is responsible for safe custody of the Panchayat Fund and maintenance of proper accounts and records. He convenes the meetings of the Panchayat and presides over them, receives money and makes payment on behalf of the Panchayat, prepares budget of Panchayat and gets it approved by the Panchayat Samiti, keeps watch over the collection of revenue and supervises execution of works in Panchayat area.

2.14. A Vice-Chairman or Up-Sarpanch is elected by the Panchas from amongst themselves who carries out the duties of Sarpanch in his

absence. The Panchayat appoints its own Secretary who attends to office and clerical work and performs such other duties as are assigned to him by the Sarpanch or the Panchayat.

2.15. The functions of the Panchayat include municipal, administrative and developmental activities. It is responsible for development of the Panchayat area including increased production, organisation and promotion of health, education and social services. It functions as an agency of the Panchayat Sarpanch for execution of development works. Details of functions and duties of Panchayat in different spheres have been enumerated in schedule III of the Rajasthan Panchayat Act, 1953 (*vide* Appendix IX).

2.16. With a view to securing unanimity and harmony in the village and giving preference to programmes of development that are acceptable to the maximum number of people in the village, a provision has been made in the Act requiring a special majority of 2/3 of the Panchas including the Sarpanch for taking up certain works for execution *vide*—

- (1) Construction of wells, tanks and ponds for drinking water supply and for bathing and washing purposes;
- (2) Construction of public streets;
- (3) Construction of public latrines; and
- (4) Construction of new buildings.

2.17. It has been made mandatory for the Sarpanch and Up-Sarpanch of the Gram Panchayat to call a meeting of the adult residents of the village (Gram Sabha) at least twice a year. This provision in the Act has been made to secure a certain modicum of direct democracy at the village level. In the first meeting of the adult residents of the village (Gram Sabha) to be held in the month of May, programmes and estimates of works to be undertaken by the Panchayat are explained to the people and their views are ascertained. In the second meeting to be held in October, the progress of works undertaken by the Panchayat is reviewed.

2.18. The resources of a Panchayat consist of the income from taxes levied by it, fees and fines imposed on the owners of the impounded cattle, fines imposed in administrative cases, grazing and irrigation fees, income from auction of fishing rights, irrigation tanks, fees from services rendered, rent for temporary use of land and proceeds from sale of abadi lands. Besides, every Panchayat is given a grant-in-aid of 20 Paise per head of population subject to the maximum of Rs. 400. The Panchayat whose Sarpanch and 80% of Panchas are elected unanimously is paid an additional



incentive grant of 25 Paise per head of its population every year throughout its tenure. A statement of total income of Panchayats from various sources in the year 1961-62 is given at Appendix XXXI.

**2.19.** Panchayat has freedom in planning its expenditure within its own resources. It frames its own budget which is approved by the Panchayat Samiti.

### Nyaya Panchayat

**2.20.** At the Panchayat level judicial functions have been separated from the executive functions by setting up Nyaya Panchayats having jurisdiction over an area of 3 to 7 Gram Panchayats. Nyaya Panchayats administer Civil and Criminal justice, according to the powers delegated to them. Members of Nyaya Panchayat are elected by the constituent Panchayats, each Panchayat electing one Nyaya Panch, so that there are as many members in a Nyaya Panchayat as there are Gram Panchayats under its jurisdiction. The Chairman of the Nyaya Panchayat is elected by members from amongst themselves. There are 1369 Nyaya Panchayats functioning in the State at present.

**2.21.** A Nyaya Panchayat can impose a sentence of fine up to Rs. 50/- in Criminal cases and has a right to entertain suits of the valuation not exceeding Rs. 250/-. There is no provision for appeals against the order of the Nyaya Panchayat but revision can lie to the Munsif in Civil suits and Magistrate First Class in Criminal cases.

### Panchayat Samiti

**2.22.** The entire State has been divided into 232 blocks—each block constituting one Panchayat Samiti. The block constitutes the unit of decentralisation in the Panchayati Raj pattern. The number of Panchayat Samitis with regard to Community Development pattern is indicated below—

1. Pre-extension Stage	23
2. Stage I	98
3. Stage II	91
4. Post Stage II	20

**2.23.** Panchayat Samitis have been demarcated in relation to Tehsil boundaries and an attempt has been made to make a Panchayat Samiti co-extensive with a revenue Tehsil. Of the 232 Panchayat Samitis, 101 are co-extensive with one Tehsil. Three Panchayat Samitis consist of two Tehsils each, 24 tehsils have 2 Panchayat Samitis each. The remaining Panchayat Samitis are not co-extensive with Tehsils and extend over parts of one or more Tehsils (*vide* Appendix XVII).

2.24. A Panchayat Samiti is constituted by all the Sarpanchas of the Panchayats in the area of the Panchayat Samiti, a Krishi Nipun declared as such for the area by the Zila Parishad as a result of crop competition and a number of co-opted members elected by members of Panchayat Samiti. The members to be co-opted include two women, two persons belonging to Scheduled Castes, two persons belonging to Scheduled Tribes (in case the population of such tribes exceeds 5% of the total population), two persons having experience in administration, public life or rural development and one representative from amongst the members of managing committees of Co-operative Societies. Representation has been given to Gramdan villages also. Members of the State Legislature whose constituency falls within a particular Panchayat Samiti are its associate members (having no voting rights).

2.25. Members of a Panchayat Samiti elect from amongst themselves a Chairman who is called the Pradhan. The Pradhan exercises administrative control over the Chief Executive Officer (called Vikas Adhikari) and the staff of Panchayat Samiti in relation to implementation of decisions and resolutions of Panchayat Samiti and its Standing Committees. In case of emergency, he can in consultation with the Vikas Adhikari direct the doing of any work or act which ordinarily requires the sanction of the Panchayat Samiti or Standing Committee.

2.26. The resources of a Panchayat Samiti consist of income from taxes levied by it, grants from liabilities transferred by various Departments, annual *ad hoc* grants, share of land revenue at 25 Paise per head of population, matching grants and loans advanced by the State. Besides its powers to levy taxes, the Panchayat Samiti has also powers to raise loans. Within the frame-work of the State Plan and in accordance with the terms and conditions of transferred schemes the Panchayat Samiti formulates its own budget. Amounts transferred to the Personal Deposit Account of Panchayat Samitis as grants and loans and income raised from their own sources are given in Appendices XXXVI and XXVIII respectively.

2.27. The budget of Panchayat Samiti is sent to the District Development Officer who sends it on to the Zila Parishad with his comments, if any. The Zila Parishad can suggest modifications in the budget as may be necessary to give effect to the provisions of the Act. The Panchayat Samiti has to consider the suggestions and pass the budget with such modifications as it deems fit.

2.28. The Panchayat Samiti functions through its Standing Committees. It is obligatory for a Panchayat Samiti to constitute at least three Standing Committees *viz.*,

(i) for production programme ;

- (ii) for social services and social amenities; and
- (iii) for finance, taxation and administration.

The Panchayat Samiti can constitute one or more Standing Committees in addition to the three enumerated above. The number of members of a Standing Committee is limited to 7. Two persons with experience of the subject and residing in the Panchayat Samiti area can be co-opted in a Standing Committee within the limit of membership of 7.

**2.29.** The Panchayat Samiti is responsible for all developmental activities in the area covering the sphere of agriculture, animal husbandry, co-operation, minor irrigation, village industries, primary education, communication, sanitation, health and other amenities. The Panchayat Samiti executes its works through the agency of Panchayats. The Act lays down in detail the duties and functions of Panchayat Samiti (*vide* Appendix X).

**2.30.** The Vikas Adhikari acts as the Chief Executive Officer of the Panchayat Samiti and is deputed by the State Government. The State Government also deposes Extension Officers to the Panchayat Samiti. The remaining staff of the Panchayat Samiti *viz.*, ministerial staff, village level workers, teachers, drivers, stockmen and compounders are members of the Panchayat Samiti and Zila Parishad Service.

### **Zila Parishad**

**2.31.** For each of the 26 districts in the State, a Zila Parishad has been constituted. The Zila Parishad consists of all Pradhans of the Panchayat Samitis in the District, members of the Parliament, members of the State Legislative Assembly from the district and President of the Central Co-operative Bank. The Collector of the District is a non-voting member of the Zila Parishad. Besides these members, two women, one member from Scheduled Castes, one member from Scheduled Tribes (in case the population of such tribes exceeds 5% of the total population of the district) and two persons having experience in administration, public life or rural development become members of the Zila Parishad by co-option.

**2.32.** The members of the Zila Parishad (excluding the Collector) elect from amongst themselves, a Chairman who is called Pramukh. The Pramukh presides over the meetings of the Zila Parishad and exercises administrative control over the Secretary and staff of Zila Parishad. He maintains contacts with the Panchayats and Panchayat Samitis by visiting them at regular intervals and is expected to provide guidance to them in their plans and programmes.

2.33. The Zila Parishad has been assigned hardly any executive functions. Its main role is to supervise and co-ordinate the work of the various Panchayat Samitis in the district and to maintain liaison with the State Government on the one hand and Panchayats and Panchayat Samitis on the other. The Zila Parishad co-ordinates and consolidates the Panchayat Samiti plans. The functions and duties of Zila Parishad as given in the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 are reproduced in Appendix XI.

2.34. It is not necessary for the Zila Parishad to constitute Standing Committees but it is contemplated that it will function through its Sub-committees which may be constituted as and when and in as many number as may be necessary.

2.35. The resources of the Zila Parishad consist of funds received from the State for meeting its establishment charges and allowances to its members and donations and contributions received from the Panchayat Samitis or from the public in any form. The Zila Parishad has no powers of taxation. It has powers to pass its own budget after considering the observations of the State Government and with such modifications in the light thereof as it deems necessary. Appendix XXXVI gives the amounts transferred by the Government to the Personal Deposit account of Zila Parishad during the last three years.

2.36. Every Zila Parishad has a Secretary who is an officer belonging to the State Service. The Ministerial staff of the Zila Parishad is appointed from amongst the members of the Panchayat Samiti and Zila Parishad Service.

### Recruitment

2.37. Recruitment to the Panchayat Samitis and Zila Parishads Service is made by an independent body known as Rajasthan Panchayat Samitis and Zila Parishads Services Selection Commission. Persons selected by the Commission are allotted to each district and it has been made incumbent on Panchayat Samitis to appoint persons from this list only. The Panchayat Samitis can make temporary appointments only if there is no such list or if the list is exhausted.

2.38. Promotion of members belonging to Panchayat Samiti and Zila Parishad Service and inter-district transfers are made by the Commission on recommendation of the District Establishment Committee consisting of the Pramuks, Zila Parishad, Collector of the district and a member of the Panchayat Samitis and Zila Parishads Services Selection Commission.

## Accounts and Audit

2.39. The Examiner of Local Fund Audit is responsible for the audit of Panchayati Raj institutions. Persons found guilty of causing loss to the property or fund of the Panchayat, Panchayat Samiti or Zila Parishad can be held personally liable for the loss and can be made to make good the loss besides being liable to criminal action under the law. The Comptroller and Auditor General of India can also carry out a test audit of the accounts of Panchayati Raj institutions.

## Regulatory Powers of Government

2.40. The Panchayati Raj institutions function independently under the provisions of the relevant Act and Rules. The Government have, however, retained powers of regulation and control when necessary in case of emergency and flagrant defaults under the Rajasthan Panchayat Act, 1953 and the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959. In case of emergency or for safety of public the State Government may get executed any work which a Panchayat or Panchayat Samiti is required to execute but does not do so. The State Government can suspend, annul or rescind any resolution or order passed by a Panchayat, Panchayat Samiti or its Standing Committees if such a resolution is unlawful, is in excess or abuse of powers conferred on these bodies or is likely to cause danger to human life or breach of peace. Government can remove a Panch or a Sarpanch, a member or Pradhan of a Panchayat Samiti if he is found guilty of misuse of power or misconduct etc. Government have powers to supersede or dissolve a Panchayat Samiti or Zila Parishad under Section 67 of the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 in case of failure to exercise powers or functions or abuse of powers conferred. Similar powers are conferred by Section 73 of the Rajasthan Panchayat Act, 1953 in the case of Panchayats.

---

## CHAPTER III

### WORKING OF PANCHAYATI RAJ IN RAJASTHAN

3.1. We have, in the preceding chapter described in brief the present institutional and functional set-up of Panchayati Raj in Rajasthan which has been in force since October, 1959. We propose, in this chapter, to review the working of Panchayati Raj during the last four and a half years.

3.2. There has been considerable thinking on Panchayati Raj and its performance in the country as also in Rajasthan. Within a year of the introduction of Panchayati Raj, two Study Teams—one from the Congress Parliamentary Party and the other from the Association of Voluntary Agencies for Rural Development visited Rajasthan for study and evaluation of the new measures adopted by the State. There is a full fledged Directorate of Evaluation in Rajasthan which is engaged in the study of various facets of Panchayati Raj and assessment of its working. A report of the working of Panchayati Raj in Rajasthan for the year 1961-62 was published by this organisation in June, 1962. Earlier the Evaluation Organisation had made a comprehensive study of the Panchayat Elections in 1960. The Panchayat and Development Department of the State has a statistical wing attached to it where statistical information about the progress of the Community Development and Panchayati Raj is maintained and reviewed. The Rajasthan University has also conducted an empirical study of the working of Panchayati Raj in Jaipur District.

3.3. Besides these studies, we have been able to get useful and first hand information about these institutions during the course of our visits to the districts and through the talks and interviews we have had with persons associated with Panchayati Raj and general public. The replies received from different respondents to the questionnaire issued by the Study Team have yielded interesting and useful information.

3.4. We have also made use of the reports of different Committees and Study Teams appointed by the Government of India from time to time as also the reports of Programme Evaluation Organisation of the Planning Commission and proceedings of the Annual Conference on Community Development. We append a list of the reports and publications we have made use of at Appendix VIII.

## Preparatory Steps by Government

3.5. The State Government was from the start aware of the various implications of the process of decentralisation. The State Government made a constant effort to watch its implementation and issued a series of directions to meet difficulties that arose from time to time and ensure smooth functioning of Panchayati Raj.

3.6. An important factor which helped the movement in the State was the clear and unambiguous stand of the Government from the very start that Panchayati Raj was not an experiment but an accepted policy. This clear stand helped the process of re-orientation and re-adjustment. Continuous efforts were made for re-orientation of the officers towards the new set-up. A close and constant touch was maintained with officials and non-officials.

## Different Aspects

3.7. The performance of Panchayati Raj since its inception can be viewed from two different aspects *viz.*, (1) physical achievements in the sphere of rural development, and (2) institutional development as units of local Government.

## Physical Achievements

3.8. We have come across mixed reactions in respect of physical achievements. There is a body of opinion which maintains that Panchayati Raj has had no perceptible impact on development. The focus of attention has been more on the power which Panchayati Raj gave than the uses to which it should be put. There is, however, another large body of opinion which holds that Panchayati Raj has created a new consciousness in the people, and new awareness of their rights and responsibilities. It has given them a wider vision. The large expectations that were associated with Panchayati Raj were bound to come up against inadequacy of resources in many fields and meet with a measure of disappointment. But that is the initial phase. The creative energy which the process of self-government releases will find necessary correctives and incentives. We agree with the latter view.

3.9. Statistics about the achievement of physical progress in respect of a few selected items for the years 1960-61 to 1963-64 are given in a statement at Appendix XII. Another statement at Appendix XIII shows the average achievement per Community Development Block under different items since 1956-57 upto 1962-63. These statements clearly reveal that achievements in the sphere of agriculture and animal husbandry are on the increase; while in the sphere of some social amenities programmes, a

declining trend is discernible. People's contribution also is on the decline. Funds for social amenities programmes have been dwindling after 1961-62, as production programmes have been emphasised and given top priority. This also explains the declining trend in social amenities programme.

**3.10.** One of the tests of efficiency and success of Panchayati Raj institutions is mobilisation of resources. The general assessment in this connection is that the Panchayats and Panchayat Samitis have been reluctant to levy taxes. But there are a number of Panchayat Samitis and Panchayats which have imposed taxes and increased their income from non-tax resources also. 178 Panchayat Samitis out of 232 had imposed taxes by the end of December, 1963, and the income from taxes was estimated at Rs. 42 lacs. The actual income raised by Panchayat Samitis from their own resources has been continuously on the increase. It has risen from Rs. 32.5 lacs in 1960-61 to Rs. 49.9 lacs in 1962-63 (Appendix XXVIII). It is clear that attempts have been made by these bodies to mobilise resources and given suitable conditions, they can prove much more effective. This is the position when no tax is compulsory under the present law.

**3.11.** Some Panchayats and Panchayat Samitis have done quite well in raising of resources specially from non-tax measures. A few Panchayats have done very good planning in respect of sale of abadi lands. There are Panchayats which have managed the land allotted to them efficiently and raised good crops. Some Panchayats have created permanent sources of revenue by constructing shops etc.

**3.12.** The agricultural production programme has received a fillip. Emphasis has been given and good results have been achieved in construction and repairs of irrigation wells and installation of pumping sets and Persian wheels. Good work has been done in some Panchayat Samitis in the sphere of introduction of new crops, saturation of seed and distribution of fertilisers. Some of the Panchayat Samitis have taken up the formulation of village production plans and their implementation on a systematic basis and attempted to cover all the villages in the Panchayat Samiti by this programme.

**3.13.** The Panchayats and Panchayat Samitis have made considerable efforts for enrolment of boys and girls. The attendance of teachers in village schools has significantly improved due to close watch and supervision. People have constructed a large number of school buildings despite reduction in Government assistance.

**3.14.** The functioning of these institutions is conditioned by many factors. Their success is bound up with the quality of leadership the Pradhan and the Sarpanch offer and the ability and enthusiasm of the Vikas



Adhikari and his extension staff. There are a good number of Panchayat Samitis and Panchayats in the State which have achieved good results.

**3.15.** Last year, a village named Fatehpur in Panchayat Samiti Baran, District Kota, was declared to be the best village in India in the National Competition. We paid a visit to this village and talked to the people there. They have introduced paddy cultivation in the village to replace the acreage under Jowar. The improved seed of wheat is arranged in the village itself from the farmers' fields by process of continuous sorting. The people of the village appeared to be happy and displayed enthusiasm. The village had an enthusiastic Sarpanch and devoted Gram Sewak.

**3.16.** We were told there were a number of such villages around Fatehpur where good work has been done by the Panchayats. In other Panchayat Samitis also there are instances of good and active Panchayats which are considered to be models for others.

**3.17.** It may be mentioned that statistics are not always the surest indicators of the success or otherwise of a programme. Success has to be judged in the context of several relevant factors and circumstances.

### **Institutional Functioning**

**3.18.** As regards institutional functioning, the Panchayat Samiti has emerged as the focal point in the present pattern of Panchayati Raj. Panchayat Samitis have on the whole functioned as active and effective institutions. The Panchayats and Zila Parishads, however, have not been equally effective. Panchayats have been handicapped in their functioning by lack of resources. The Sarpanch, as member of Panchayat Samiti, has assumed importance and the Panchayat as an institution has more or less been shadowed. The Zila Parishads could not be effective in their supervisory and co-ordinating role due to the limitations of present functional set-up.

**3.19.** General awakening in the people which has come in the wake of Panchayati Raj should be considered as a significant achievement. People in the villages to-day are definitely more alert and conscious towards their betterment.

**3.20.** We were impressed by the fact as we visited Panchayats and Panchayat Samitis and talked to people associated with them that there has sprung up a body of men, and some women too, who think seriously and intelligently about problems that face the people in rural areas. A new leadership is emerging in the rural areas. There is a definite trend indicating departure from traditional leadership. Young and educated

persons are coming forward to work in these institutions. The study of last Panchayat Elections revealed that only 26% of the Sarpanchas returned were from those who had been Sarpanchas earlier also. 50% of the Sarpanchas elected were below 40 years of age; another 26% were from the age-group of 40-50 years. 20% of the Sarpanchas are those who have received education higher than the Middle standard.

3.21. The attitude of the officials towards the people has undergone a considerable change as a result of the process of orientation to the new dispensation. The ideas of welfare State and the democratic Government were already transforming the approach of the officials. The introduction of Panchayati Raj has accelerated the process. There is now an urge in the people for advancement and betterment through self-rule. Panchayati Raj has provided a new opportunity of social service to the people.

### Emerging Trends and Problems

3.22. Our broad conclusion is that Panchayati Raj institutions during these four and half years' period have, on the whole, considering all relevant factors, worked well. In the process of working, however, Panchayati Raj has thrown up a number of problems which call for attention. Many trends have appeared which do not augur well for the movement. It may be stated at the outset, however, that there is nothing unusual in the emergence of these trends and problems when a movement of vast dimensions involving millions of people is in operation. The transitional period was bound to bring in different and mixed trends. These trends indicate the right direction we should pursue and the wrong steps or tendencies we should avoid.

3.23. The following trends have appeared which require attention:—

1. The new consciousness which came after Panchayati Raj has in many areas led to group factions.
2. There is a tendency to emphasise power and rights more than duties and responsibilities.
3. There has not been proper adjustment between officials and non-officials in some cases. There is need for continuous education for improving relationship between officials and non-officials.
4. A proper relationship is yet to develop between Panchayati Raj institutions and co-operative institutions.
5. There has been delay in recruitment of staff and difficulties have been experienced in their placement and promotions.
6. The present system about disciplinary control of services at various levels has not worked well.

7. The present system of control and supervision of institutions has also not worked well. It is inadequate, remote and diffused. Prompt action has not been possible in cases of defaults.
8. The financial pattern, budgeting and accounting procedures and audit need improvement with a view to simplification and standardisation.
9. The guidance and assistance to Panchayati Raj bodies and functionaries in the discharge of their functions from higher levels have not been made available to the desired extent.
10. Implementation of transferred schemes has not been expeditious.
11. The concept of people's participation needs re-orientation.

**3.24.** We have, in brief, dwelt upon the functioning of Panchayati Raj institutions since their formation. We think it is a wrong question to ask whether Panchayati Raj is a success or a failure when it has functioned for a brief period of four and half years in the midst of many handicaps and difficulties. The democratic process itself, it may be stated, works as a corrective to the many ills that might appear overwhelming in the initial stages.

**3.25.** Panchayati Raj has certainly achieved a measure of success and fulfilled some of our expectations. Where there has been a lack of success, the right course is to find reasons for it and apply the right remedy. Its success in the nature of things cannot be quick. We have ceaselessly to create right conditions for its growing success. We shall discuss in subsequent chapters what in our opinion these right conditions are and how they should be progressively created.

---

## CHAPTER IV

### STRUCTURE AND MODE OF ELECTION (1)

#### Some Basic Considerations

4.1. The main objectives of Panchayati Raj are (1) growth of local government and (2) all-round development of the rural areas. The Panchayati Raj has to be viewed as an institutional frame-work which may provide full scope to the local initiative in determination and implementation of local policies. The whole set-up has to serve the interests of the people in the rural areas. The structure of Panchayati Raj should be such as will facilitate the realisation of these objectives. We suggest that the following considerations should be kept in view in devising the structure.

- (1) The constitution of Panchayati Raj bodies should be simple so that it can be easily understood by the people. It should be free from complexities.
- (2) The procedure of elections should be simple and as inexpensive as possible. With this end in view direct elections should be only at the base and the higher structure should be formed on the basis of indirect elections.
- (3) The representative character of the Panchayati Raj institutions must be made quite explicit and manifest. These institutions should represent the rural community. They should have a definite rural bias, so that the people in the rural areas may regard them as their own institutions. Attempt should be made to ensure representation to the different sections of the community. The weaker and backward sections and economic interests of the society should be well-represented. \*
- (4) The structure should be broad-based so as to enable at every stage maximum possible number of people to have a say in the constitution of these bodies.
- (5) Their membership should neither be too small nor too large. Smaller bodies have a tendency to grow despotic and some times oppressive while larger bodies become unwieldy and often chaotic. A judicious balance has, therefore, to be struck in this regard.

- (6) The Panchayati Raj bodies must be organically linked from bottom upwards, starting with the Gram Sabha/Panchayat at the base and going up to the Zila Parishad at the apex. There should be common bond of unity running through the entire system at all levels. The institutions should be mutually complementary and not competitive.
- (7) In order to impart a sense of stability to the institutions too frequent changes in territorial jurisdiction and re-shuffle should be avoided. No institution can function effectively under a shadow of vagueness and uncertainty.
- (8) The institutional functioning of these bodies is of paramount significance. No individual should assume importance at the expense of the institution. The institution must come first and the individual next.
- (9) The structure of Panchayati Raj should be such as to encourage the emergence of good local leadership. A conscious effort should be made to encourage local leadership.
- (10) It would be advantageous to keep out active party-politics from Panchayati Raj and minimise chances of group rivalries and factions.

4.2. We have in this and subsequent chapters kept these basic considerations in view while making our recommendations about the structure and functioning of Panchayati Raj institutions.

## I. GRAM SABHA AND GRAM PANCHAYAT

### Gram Sabha

4.3. Gram Sabha is the name given to the assembly of adult residents of a village or a group of villages in a Panchayat circle. In other words, the entire electorate of the Panchayat circle constitutes the Gram Sabha of the area. We have in a subsequent chapter dealt with the role of Gram Sabha, the need for its statutory recognition and measures for its activation. Gram Sabha will constitute the base of the structure of Panchayati Raj.

### Size of Panchayat

4.4. Gram Panchayat is the executive body for the area for which Gram Sabha is constituted as a general body. Every Panchayat circle in Rajasthan before 1960 had a population of 3000 to 8000. A major reorganisation of Panchayat circles was undertaken in 1960 when Panchayats were re-delimited into smaller units each having a population of 1500 to 2000.

Single-village panchayats had population up to 7000. It was also kept in view that one Panchayat circle was made co-extensive with one or more Patwar circles, the smallest unit of revenue administration. A statement of Panchayat Circles and Patwar Circles is given in Appendix XV. There are at present, 7391 Panchayats in the State. The number of revenue Patwar Circles is 7068 and there are over 7800 Patwaries employed in these Patwar Circles.

4.5. The population in Western districts of Rajasthan is very sparse and density of population in Districts of Jaisalmer, Bikaner and Barmer is only 9, 42 and 60 per square mile respectively (Appendix XIV). In these districts Panchayats were formulated for a group of villages covering 500 to 1000 population.

4.6. The reorganisation of Panchayats in 1960 was taken up on the basis of population of 1951. The population of Rajasthan has increased from 1.6 crores in 1951 to 2.02 crores in 1961 i.e. by over 26%. The increase in the districts has been between 20% to 30%. The average size of Panchayat has, therefore, increased from 1756 as originally envisaged on the basis of 1951 census to 2286 according to 1961 census. The average area of a Panchayat in the State is 17.8 sq. miles. The average area per Panchayat is naturally the highest in Jaisalmer district.

4.7. Easy accessibility should be an important consideration in determining the size of the Panchayat area. No village in a Panchayat circle should ordinarily be more than 5 miles away from the Panchayat headquarter. In the sparsely populated Western districts of Rajasthan or in hilly areas the distance could be a little more, say, up to 10 miles. We want to develop Panchayat as the basic unit of Panchayati Raj. It is, therefore, necessary that the headquarter of the Panchayat is not cut off from the people by long distances. The redress and the facilities which a Panchayat can afford to people should be easily available without much trouble and expense in travelling long distances. The relationship between the representative body and the people at the village level should be as close as possible.

4.8. The other important factor which has to be considered in connection with determination of the size of a Panchayat circle is the economic viability of the unit. It may be stated here that no economic viability in the sense of complete financial independence at the village level is possible. It cannot be achieved even if the Panchayat area is enlarged. But still economic considerations have to be kept in view. The two considerations viz., accessibility and economic viability are opposed to each other because smaller the Panchayat, greater the accessibility but weaker the economic

position. A judicious balance has, therefore, to be struck between these two considerations. It has to be seen that necessary economic strength of the institution is ensured without seriously affecting the accessibility.

4.9. With regard to the determination of the size of Panchayats in the State the alternative of carving out smaller units than the present Panchayats is ruled out because such institution will not be administratively and economically viable. No one with whom we have talked or communicated has expressed himself in favour of reducing the present size. The large majority of opinion is in favour of retaining the present size (Vide Appendix VII).

4.10. The following arguments were advanced in favour of enlarging present size of the Panchayats :—

1. It will be a viable economic unit.
2. Better leadership will be available in bigger units.
3. It will discourage factions organised on sectarian and caste groups.
4. Cost on establishment will be reduced.

4.11. Economic viability in absolute terms is not possible even if the existing size is considerably increased. If greater resources are procured as a result of bigger size, benefits accruing therefrom also have to be distributed amongst larger number of beneficiaries.

4.12. We are not quite certain whether a bigger Panchayat would be able to throw up better leadership. It is only through the democratic process of participation that good leadership emerges. We do not think, therefore, that the size of the unit will make any material difference in this matter.

4.13. We do not believe that caste or sectarian tendencies could be counteracted or curbed through the enlargement of the size of the unit. The problem of caste as a major element in our social life will have to be tackled through specific economic, social and political measures.

4.14. The large size will, of course, have a definite advantage in reducing costs on establishment but arguments in favour of the present size are so weighty that we would not for this advantage alone recommend a bigger size. We also feel that if the present size is disturbed a sense of uncertainty will be created. Every effort now should be directed towards stability and frequent changes about size and territorial jurisdiction at lower levels should be avoided,

4.15. The present size has the following distinct advantages—

1. It is neither too big nor too small
2. The Panchayat headquarter is easily accessible from the remotest village of the Panchayat in most of the cases. Nearness of the institution to the people is a great advantage.
3. The unit is big enough to muster up minimum economic strength for the institution.
4. The Panchayat circles are co-extensive with one or more Patwar circles. This is a clear and definite advantage from the administrative point of view and for purposes of co-ordination.
5. The people have become familiar with the present territorial unit of the local government.

4.16. It has to be noted in this context that the size of Panchayat which was originally envisaged to be 1500 to 2000 population according to 1951 census figures has already increased as a result of the general increase in population during the decennium 1951-61. The present size of Panchayat ranges between 2000 to 2500 population.

4.17. During the course of visits of the Study Team some instances were cited where Panchayats constituted on the basis of population became very extensive in area. There are some other instances in which two contiguous villages were separated into two Panchayats only because the population exceeded the prescribed maximum. It is suggested that in such cases the criteria of population as well as area should be adopted. We, therefore, recommend that the size of a Panchayat should be between 2000 to 2500 population as at present, but that this should not be a hard and fast rule and adjustments with a view to avoiding hardship owing to long distances or to promote greater co-operation and avoid splitting of compact areas should be possible.

4.18. The principle of co-extensiveness of a Panchayat circle with Patwar circle should be maintained. The headquarters of the Panchayat and the Patwar circle should be in the same village. This is generally so even at present, but in those cases in which the headquarters of Panchayat and Patwari are in different villages necessary change should be effected.

4.19. Section 4 of the Rajasthan Panchayat Act, 1953 prescribes the minimum and maximum number of Panchas in a Gram Panchayat as 5 and 15 respectively. But the minimum number of Panchas actually in a Panchayat at present is 8. It is suggested that the law should be brought



in line with the actual conditions and the number of Panchas in the Panchayat should be prescribed as 8 to 15.

4.20. The Panchas of the Gram Panchayat should be elected by secret ballot on the basis of adult franchise as at present.

4.21. The Panchayat circle should be divided into wards equal to the number of Panchas in the Gram Panchayat and one member should be elected from every ward. In order to ensure that the division of the Panchayat circles into wards is kept objective and free from any bias of caste or class it is recommended that the division should be effected on the basis of serial number of houses in the electoral list of the Legislative Assembly as at present.

### Co-option

4.22. The objective of co-option is to give representation to the un-represented group or class and to ensure the representative character of the institution. We have considered the different alternatives to co-option for this purpose viz., reservation of seats or creation of separate electoral colleges. Both these alternatives suffer from the demerit of perpetuating class and caste distinctions. From the opinions solicited through the questionnaire and interviews held, it transpires that the reservation of seats or creation of separate electoral colleges for the purpose of giving representation to unrepresented class or group is not favoured by people. We, therefore, feel that under the existing circumstances, co-option is the best way to ensure representation of certain groups who remain un-represented.

4.23. It has been argued by some persons that the women and Scheduled Caste and Scheduled Tribe members even after co-option do not make any effective contribution in the functioning of the institution and that, therefore, the system of co-option should be done away with altogether. The fallacy of the argument, however, will be clear when it is considered that the weakness of these groups and their comparative passivity are the very reasons for giving them representation through co-option. Co-option is taken resort to only if the prescribed number of seats are not secured by these special interests through election.

4.24. Co-option is no doubt a dilution of the democratic process. But it is necessary to retain this diluted form as a measure of giving representation to the un-represented groups and to activate them in local administration. In fact, retention of co-option for some time is the only way of solving the problem of representation of special groups. There is bound to

be gradual awakening in the co-opted categories and ultimately there will be no need for co-option. The process of co-option will, in other words, wear itself out.

4.25. There have been no complaints about the system of co-option at the Panchayat level. There are no controversies about the categories of co-opted members viz., women, Scheduled Castes and Scheduled Tribes. We, therefore, recommend that the present provisions about co-option of two women members, one member from the Scheduled Castes and one member of Scheduled Tribes (in case the population of such tribes in the Panchayat area exceeds 5% of the total population) should continue.

4.26. The method of co-option should be election by the members of the Panchayat including the Sarpanch. For administrative convenience the co-option proceedings should immediately follow the election of Panchas and the Sarpanch.

#### Associate Members

4.27. Co-operative societies are now functioning in almost every Panchayat circle. With a view to provide a continuous association and ensure better co-ordination between these two institutions at village level, we recommend that the president of the service co-operative society should be made an associate member of the Panchayat. If there are more than one service co-operative societies in the Panchayat circle, one member should be elected from amongst the presidents of the societies by the Panchayat.

4.28. The associate member of the Panchayat will have a right to vote in the proceedings of the Panchayat; but he should not have any voting rights in the election of Up-Sarpanch or no-confidence motion against Sarpanch and Up-Sarpanch nor should he be eligible for the office of Up-Sarpanch. The Panchayats should have the benefit of experience of co-operators. But the co-operatives should be kept aloof from the controversies which may arise in the election of office bearers.

#### Election of Sarpanch

4.29. The election of the head of the Panchayat i.e. the Sarpanch at present is by direct method by the entire electorate of the Panchayat circle. Direct method of election of Sarpanch is followed in Assam, Bihar, Punjab, Uttar Pradesh and Himachal Pradesh, while in the States of Andhra Pradesh, Gujrat, Jammu & Kashmir, Kerala, Madhya Pradesh, Madras, Maharashtra, Mysore, Orissa and West Bengal, indirect system of election (by the Panchas) is followed.

4.30. The arguments advanced in favour of indirect election of Sarpanch are as follows :—

1. The Sarpanch must enjoy the confidence of all the Panchas to ensure smooth working of the Panchayat.
2. Indirect election of Sarpanch gives due importance to the Panchas also and encourages them to take greater interest in the Panchayat.
3. Indirect system is less expensive as compared to the direct system.
4. An indirectly elected Sarpanch is less likely to usurp importance and powers than a directly elected Sarpanch.

4.31. The arguments in favour of direct election of Sarpanch by the adult residents of the Panchayat circle (i. e. by members of the Gram Sabha) are enumerated below:—

1. Gram Sabha and Gram Panchayat are the basic democratic institutions at the village level. The head of the institution which forms the base of the pyramid of Panchayati Raj should command the largest possible popular support.
2. A directly elected Sarpanch will definitely inspire greater confidence in the people than the indirectly elected Sarpanch.
3. Indirect election of Sarpanch by about a dozen members of the Panchayat is liable to be influenced by extraneous factors like pressure, intimidation and corruption. These dangers are eliminated to a considerable extent in the case of direct elections.
4. There will be no significant difference in the cost of election of Sarpanch between the direct and indirect method. The election of Sarpanch is held simultaneously with the election of ward Panchas and the additional arrangements required are only an extra ballot box and separate ballot paper.
5. Sarpanch of a Gram Panchayat is in direct contact with the general body of the electorate and he should, therefore, be elected by the general body. Indirect election of Sarpanch would mean installation in position of a person who represents only a sector of the general body. This will be an anomalous position especially in view of the proximity of the general body.
6. An important point in favour of direct election of Sarpanch is the necessity for activating the Gram Sabha in order to ensure a measure of direct democracy at the village level. The Sarpanch has to function as the head of the Gram Sabha also and it is in the fitness of things that he should be directly elected by the members

of the Gram Sabha. A directly elected Sarpanch is expected to be more responsible to the village people and will be in a better position to carry conviction with them.

4.32. The only argument which has some force, at least theoretically, against the direct method of election of Sarpanch is that it may lead to a deadlock in the Panchayat in a situation where the directly elected Sarpanch does not command confidence of the ward-Panchas. Experience however, has shown that this is only a hypothetical situation which can but rarely arise. A person who commands the support of the majority of the general electorate will also generally enjoy the confidence of the ward Panchas who come from different sectors of the same electorate. In Rajasthan, where Sarpanch is elected directly, not many instances of such deadlocks have been reported.

4.33. Considering all the pros and cons of the direct and indirect system of election of Sarpanch we find that the direct system of election of Sarpanch is distinctly advantageous and more appropriate. We, therefore, recommend that the election of Sarpanch should continue to be by the adult residents of the Panchayat such as at present.

#### **Election of Up-Sarpanch**

4.34. The Up-Sarpanch of a Panchayat should be elected by members of the Panchayat (including the Sarpanch) from amongst the Panchas. The election of Up-Sarpanch should be held immediately following the election of Panchas and Sarpanch but after the co-option of members. That is to say, the co-opted members will have a right to vote and stand for the election of Up-Sarpanch.

#### **Vote of No-confidence-**

4.35. The existing provisions in the Rajasthan Panchayat Act, 1953 require a majority of not less than 3/4th of the total number of Panchas for carrying out a no-confidence motion against the Sarpanch. The Sarpanch is at present and will continue to be directly elected by the general electorate. It is, therefore, reasonable to prescribe a higher majority of the total number of Panchas for bringing a no-confidence motion against him. It is, however, felt that the present provisions about no-confidence are too stringent and render a no-confidence against Sarpanch very difficult. The provisions regarding no-confidence against the head of an institution should neither be too stringent nor too liberal. The head of a representative body should enjoy fair and reasonable safeguards for stability. But at the same time these safeguards should not be such as may make him invincible and therefore, oblivious of the opinion against him in the body.

**4.36.** We, therefore, make the following recommendations:

1. The notice of no-confidence against the Sarpanch should be signed by at least 1/3rd of the total number of elected Panchas. This is necessary to eliminate spurious motions, involving unnecessary wastage of time.
2. The first no-confidence motion against the Sarpanch should not be allowed before the expiry of six months from the date of his assuming office.
3. The first no-confidence motion should require a 3/4th majority, as at present.
4. For the second and subsequent no-confidence motion, only 2/3rd majority of the total number of Panchas should be necessary.
5. The second and subsequent motions against the same person should not be allowed before the expiry of six months from the date of previous no-confidence motion.

**4.37.** The provisions about no-confidence motion against an Up-Sarpanch should remain as at present i.e., a no-confidence motion against an Up-Sarpanch should be considered as carried by simple majority of the total number of Panchas and Sarpanch. The conditions about time limit for first, second and subsequent motions should be applicable in case of Up-Sarpanch also.

## II. NAGAR SABHA AND NAGAR PANCHAYAT

### Need for Nagar Sabha/Panchayat

**4.38.** Out of seven thousand and odd Gram Panchayats there are 1015 Panchayats which consist of only one village. The population of one-village Panchayat varies from 2,000 to 5,000. Generally the villages and towns having population over 5000 have Municipal Boards under the Rajasthan Municipalities Act. There are at present 59 towns with population below 10,000 which have Municipal Boards constituted under the Rajasthan Municipalities Act (Appendix XVI).

**4.39.** It has been observed that the character of the towns and big villages with population ranging between 5,000 and 10,000 is neither entirely rural nor entirely urban. As far as the agricultural development is concerned, they partake of the rural character and should form part of the Community Development Programme. But in respect of civic life in these big villages or small towns, the trend is clearly towards urbanisation. We feel, therefore, that it is necessary to devise a structure of local government for these villages/towns which may ensure to them the benefits of

rural as well as urban development. We, therefore, propose the constitution of Nagar Panchayats for villages, towns having population of 5,000 or more but less than 10,000.

4.40. Panchayats which consist of one village only with population of 5,000 or more should be constituted as Nagar Panchayats. Similarly, the present Municipal Boards with population below 10,000 should be converted into Nagar Panchayats.

4.41. The powers of declaring an area as 'Nagar' should vest in the Government. Government may declare an area as 'Nagar' even if the population is below 5,000 or over 10,000 having regard to the character of the population and the income of the area. Government may exercise this discretion in the case of those villages or towns whose annual income is more than a certain limit, say Rs. 5,000, even if the population is below 5,000.

4.42. The Nagar Panchayats, it is envisaged will have the characteristics of both the Gram Panchayat as well as the Municipal Board. The distinguishing feature of Nagar Panchayat as compared to Gram Panchayat will be in respect of higher financial powers, powers of taxation and functions especially in respect of civic amenities and social service activities.

#### Constitution of Nagar Panchayats

4.43. The number of Panchas in a Nagar Panchayat should be 10 to 20, depending on the population. A Nagar Panchayat with population up to 5,000 should have 10 Panchas. There should be one Panch for every additional 500 population or part thereof, so that a Nagar Panchayat with 10,000 population will have 20 Panchas.

4.44. The provisions regarding delimitation of wards, election of Panchas, Sarpanch, Up-Sarpanch, co-option of members, resignation, no-confidence motion etc. should be same, *mutatis mutandis*, as in the case of Gram Panchayat.

4.45. In the Nagar Panchayat representation should also be given to co-operatives other than the service co-operatives. The Chairman of one of such co-operative societies may be co-opted as an associate member. That is to say, a Nagar Panchayat will have two associate members—one representing the service co-operative societies and the other representing other co-operative societies e.g., labour, industrial etc.

#### Nagar Sabha

4.46. Like Gram Sabha in case of Gram Panchayat, all the adult residents of the Nagar Panchayat circle will constitute the Nagar Sabha. Our

recommendations for Gram Sabha in Chapter VI will apply *mutatis mutandis* to Nagar Sabha also. The Sampanch of the Nagar Panchayat should be responsible for holding at least two general meetings of the Nagar Sabha. The ward Panchas of the Nagar Panchayat should hold meetings of the adult residents of their wards at least twice a year. These ward meetings should precede the Nagar Sabha meeting.

4.47. Owing to the bigger size of the Nagar Panchayat the ward meetings will be of great importance. The decisions at the ward meetings will be put up at the meeting of the Nagar Sabha. It was expressed before us that the large population of Nagar Panchayat circle may come in the way of convening the Nagar Sabha. But we think, in view of the comparatively greater resources of the Nagar Sabha, the facilities of loud-speaker arrangements and the fact that not more than 30% to 50% people at the most attend such congregations, the convening of Nagar Sabha should not be difficult.

---

## CHAPTER V

### STRUCTURE AND MODE OF ELECTIONS (2)

#### III. PANCHAYAT SAMITIS AND ZILA PARISHAD

##### Size of Panchayat Samiti/Zila Parishad

5.1. The Panchayat Samitis in Rajasthan have been constituted at the block level. The position of the 232 Panchayat Samitis in the State in relation to revenue Tehsils is given in the statement in Appendix XVII. There are 101 Panchayat Samitis which are co-extensive with one revenue Tehsil and 3 Panchayat Samitis which are co-extensive with two Tehsils each. 24 Tehsils consist of complete two Panchayat Samitis each. One Tehsil consists of three Panchayat Samitis (*vide* Appendix XVIII). The remaining 77 Panchayat Samitis are spread over 62 Tehsils, each Panchayat Samiti covering part or parts of one or more Tehsils (*vide* Appendix XIX).

5.2. The population covered by one Panchayat Samiti varies between 40,000 to 1,25,000 according to 1961 census. The average population per Panchayat Samiti is 68,500 (*vide* Appendix XX).

5.3. Under the existing shape of Tehsils and Panchayat Samitis, in most of the cases the authorities of the Panchayat Samiti have to deal with their counterparts in more than one Tehsils and *vice versa*. This presents considerable difficulties in matters of administrative co-ordination and mutual co-operation between the revenue and Panchayati Raj functionaries. It would be certainly conducive to greater co-ordination and administrative efficiency if the Panchayat Samiti and Tehsil are made co-terminus. We, therefore, recommend that the Panchayat Samitis and Tehsils should be re-organised to make every Panchayat Samiti co-terminus with one or more Tehsil, or component parts of one Tehsil. Following broad principles are suggested for such a re-organisation :

1. The 101 Panchayat Samitis which are co-extensive with one and 3 Panchayat Samitis which extend over two complete Tehsils each should remain as they are.
2. In cases where one Tehsil consists of two Panchayat Samitis, the position should remain unchanged. There are 24 such Tehsils covering 48 Panchayat Samitis. There is one Tehsil (Jaswantpura in District Jalore) which has three Panchayat Samitis.



3. The remaining 77 Panchayat Samitis and 62 Tehsils which cross into boundaries of each other should be re-organised in order to make a Panchayat Samiti and Tehsil co-extensive. This could be done either by reducing the number of Panchayat Samitis or by increasing the number of Tehsils or both according to the conditions and circumstances in each District.

5.4. The Zila Parishad should be constituted at the district level as at present.

### Ex-Officio Members

5.5. All Sarpanchas of the Gram Panchayats and Nagar Panchayats in the area will be the ex-officio members of the Panchayat Samiti.

5.6. At present there is no provision in the Act for ex-officio membership of any official in the Panchayat Samiti, though instructions have been issued that the Sub-Divisional Officer should attend meetings of Panchayat Samiti when invited. We think statutory association of the Sub-Divisional Officer with the Panchayat Samiti as a member will be helpful in co-ordination between the revenue and Panchayati Raj agencies. We, therefore, recommend that the Sub-Divisional Officer of the area should be ex-officio member of the Panchayat Samiti without right to vote or hold office.

5.7. The existing provisions of the Rajasthan Panchayat Samitis and Zila Parishads Act require that a Krishi Nipun declared as such for the area according to the prescribed rules should become an ex-officio member of the Panchayat Samiti. For the reasons enumerated below, we feel that the provision about Krishi Nipun has not served any useful purpose and should be dispensed with.

1. Most of the Sarpanchas who become ex-officio members of the Panchayat Samiti are practical cultivators and the Panchayat Samiti hardly gets any wiser by the association of the Krishi Nipun.
2. Extraneous influences enter in the appointment of the Krishi Nipun.

5.8. At Zila Parishad level the Pradhans of all the Panchayat Samitis in the District should become ex-officio members of the Zila Parishad. The District Collector in his capacity as such should remain ex-officio member of the Zila Parishad but he should not be entitled to vote or hold office of Pramukh or Up-Pramukh.

5.9. With a view to effect co-ordination between the Zila Parishad and the urban areas and to provide an opportunity to municipal bodies to

represent their problems in respect of development, we recommend that Chairmen of all the Municipal Boards in the District (with population not exceeding 1 lac) should be ex-officio members of the Zila Parishad with no right to vote or hold office.

### M.P.'s. and M.L.A.'s

5.10. At present M.L.A.'s elected from the area of the Panchayat Samiti are associate members of the Panchayat Samiti without voting rights and the M.P.'s and M.L.A.'s representing the district are members of the Zila Parishad with full voting rights. The experience of the last four and half years with regard to the interest and functioning of M.P.'s and M.L.A.'s in relation to the Panchayat Samiti and Zila Parishad can be summed up as follows :—

1. The M.P.'s have generally not taken much interest in the functioning of Zila Parishads.
2. The M.L.A.'s have taken interest at the Zila Parishad level and have been quite regular in attending the meetings. But at the Panchayat Samiti level they have not taken much interest nor have attended the meetings of the Panchayat Samiti regularly. They have, in general, not been able to provide guidance and advice, which was expected of them, at the Panchayat Samiti level. There are of course, exceptions where M.L.A.'s have taken constructive interest and helped in the smooth functioning of the Panchayat Samiti.

5.11. The reasons for this comparative lack of interest in the M.P.'s and M.L.A.'s can be analysed as follows :—

1. M.P.'s and M.L.A.'s are generally busy in the session of the Parliament or Assembly.
2. M.L.A.'s do not have voting rights in the Panchayat Samiti, the degree of interest is, therefore, naturally diminished.

5.12. The position with regard to the association and status of M.L.A.'s/M.P.'s in Panchayati Raj bodies differs widely from State to State.

5.13. Following questions have to be considered and decided in this context :—

- (i) Whether M.P.'s and M.L.A.'s should be associated with Panchayati Raj Institutions;
- (ii) Whether they should have voting rights; and
- (iii) Whether they should be entitled to hold office.

5.14. We have given considerable thought to this important issue. The M.P.'s and M.L.A.'s are elected by general electorate and have a wider perspective and better knowledge and experience. They function in a wider sphere where they are also expected to represent and safeguard the interests of their constituencies. The Panchayati Raj Institutions can benefit by the experience and advice of the legislators. The legislators on their part can contribute to the smooth and institutional functioning of these bodies. The link between the State policy and local planning will also be provided by the legislators. The benefit of mature experience and wider knowledge of M.P.'s and M.L.A.'s should not be denied to the Panchayati Raj bodies and the M.P.'s and M.L.A.'s should not be denied the privilege and opportunity of contributing their share to the development of local area and local institutions. We, therefore, feel that M.P.'s and M.L.A.'s should be closely associated with the functioning of these institutions. They should be able to exercise their sobering influence in the working of these bodies and bring about harmony and heal differences. A spirit of goodwill and mutual trust is necessary between the legislators and the Panchayati Raj bodies.

5.15. In order that the M.P.'s and M.L.A.'s have a sense of participation in the functioning of these institutions, it appears to be necessary that they have full voting rights in these bodies.

5.16. The Pradhan of a Panchayat Samiti and the Pramukh of a Zila Parishad are more or less whole-time assignments. In the new set-up which we have in view, both the Zila Parishad and Panchayat Samiti will have executive functions. The Pradhan and Pramukh will be required to devote more and more of their time in view of the increasing sphere of activities of these institutions. The M.P.'s and M.L.A.'s are required to devote considerable time in their capacity as legislators. It, therefore, follows that M.P.'s and M.L.A.'s cannot do justice if they hold the office of Pradhan, Up-Pradhan of a Panchayat Samiti or the Pramukh, Up-Pramukh of a Zila Parishad simultaneously with their office as legislators.

5.17. In view of the above considerations we recommend that:

1. M.L.A.'s should be ex-officio members in the Panchayat Samiti or Panchayat Samitis in which their constituency falls and in the Zila Parishad of their district. M.P.'s should be member of the Zila Parishad in which their constituency falls. The member of Rajya Sabha should be member of Zila Parishad of the district in which he is a voter.

2. The M.L.A.'s and M.P.'s should have voting rights in the Panchayat Samiti and Zila Parishad.
3. The M.L.A.'s and M.P.'s should not hold office in the Panchayati Raj Institutions. They should not stand for elections for the office of Pradhan/Up-Pradhan, Pramukh/Up-Pramukh.

### Associate Members

5.18. Following persons should be made associate members of Panchayat Samiti and Zila Parishad with rights to participate and vote in the proceedings but with no right to vote for or hold office of Pradhan, Up-Pradhan, Pramukh or Up-Pramukh

#### I. Panchayat Samiti

1. One representative elected by the chairmen of the service co-operative societies in the Panchayat Samiti from amongst themselves.
2. One representative elected by the chairmen of the societies other than the service co-operatives from amongst themselves (provided the number of such societies in the Panchayat Samiti is not less than 10).
3. Chairman of the Marketing Co-operative Society.

#### II. Zila Parishad

1. President of the Central Co-operative Bank of the District.
2. One representative elected by the associate members under category (1) of all Panchayat Samitis in the district from amongst the chairmen of service co-operatives in the district.
3. One representative elected by the associate members under category (2) of all Panchayat Samitis in the district from amongst the chairmen of co-operative societies other than the service co-operatives in the district.
4. One representative of the District Co-operative Union.

5.19. This would ensure representation of the co-operative movement in the Panchayati Raj Institutions and will help to effect co-ordination. The objective of excluding these representatives from participation in election and holding office is to keep them out of group controversies.

### Elected Members

5.20. The Panchayat Samitis and Zila Parishads in Rajasthan at present are constituted entirely by the ex-officio, associate and co-opted

members. There are at present no elected members in the Panchayat Samiti or Zila Parishad. The Panchayat Samitis are federating units of the Panchayats and the Zila Parishads are federating bodies of the Panchayat Samitis. It has been suggested to us that there should be some elected members also in the Panchayat Samiti and Zila Parishad, besides the ex-officio members. We are of the opinion that elected members in the Panchayat Samiti and Zila Parishad will help in maintaining a balance between the rival demands of the federating bodies. It will also be helpful in raising the standard of discussions and deliberations of these bodies. Besides, it will help in the development of independent leadership. We, therefore, recommend that there should also be a number of elected members in the Panchayat Samiti and the Zila Parishad in Rajasthan.

5.21. As regards the method of elections we suggest indirect election by the electoral college consisting of Panchas in case of Panchayat Samiti and the Sarpanchas in case of Zila Parishad.

5.22. The Panchayat Samiti should be divided into a number of electoral sectors, each comprising of a Nyaya Circle (i.e., consisting of a number of Panchayat circles). One member should be elected to be member of the Panchayat Samiti from each electoral sector (i.e., Nyaya Circle) by an electoral college consisting of all the Panchas. A person to be eligible to stand for election should be a registered voter of the electoral sector.

5.23. The Zila Parishad should be similarly divided into prescribed number of electoral sectors, each such sector consisting of two to three contiguous Panchayat Samitis. One member should be elected from each electoral sector by an electoral college consisting of all the Sarpanchas of Panchayats in the area. The qualifications of a person standing for the election should be the same as for the elected member of the Panchayat Samiti i.e., he should be a registered voter in the area.

#### Co-opted Members

5.24. It has been brought out in the previous chapter that amongst the different alternatives, co-option is the best way to give representation to the un-represented class or groups. Certain categories of persons should be appointed to the Panchayat Samiti and Zila Parishad also as members by process of co-option.

5.25. The process of co-option at the Panchayat Samiti and Zila Parishad level has come in for considerable criticism. It has been stated that process of co-option has been misused as a device for mustering up the majority in favour of particular individuals or groups.

5.26. During the course of our visits to the districts, as also from the trend of replies received to the questionnaires, we find that the greatest amount of criticism is directed towards the co-optation of 'two persons with experience of administration and social service'. It has been expressed that provisions of co-optation under this category have been misused in many cases. No definite criteria of administrative experience or social service were laid down. All considerations of real merit and social service, it has been stated, tended to be disregarded. We feel that the criticism against co-optation of the two persons with experience of administration and social service is largely justified. We, therefore, recommend that co-optation of members under this category should be done away with. Really good persons with administrative and social service experience to their credit, we think, will not have much difficulty in getting elected to the Panchayats, with the simple and comparatively inexpensive system of elections at various levels.

5.27. Co-optation should be provided only for the groups which remain un-represented due to social or economic backwardness. We, therefore, recommend that the provisions for co-optation of members at the Panchayat Samiti and Zila Parishad level should be as follows:

#### I. Panchayat Samiti

- (1) Two women, if no woman is an ex-officio or elected member of Panchayat Samiti; one woman, if only one woman is an ex-officio or elected member.
- (2) Two members belonging to Scheduled Caste, if no such person is an ex-officio or elected member; one member if one such person is already an ex-officio or elected member.
- (3) Two members belonging to Scheduled Tribe, if no such person is an ex-officio or elected member, one member if one such person is already a member (provided the population of Scheduled Tribes in Panchayat Samiti exceeds 5% of the total population of the Panchayat Samiti).
- (4) Representatives of the Gramdan villages, notified as such, elected by the Presidents of Gram Sabhas of such villages from amongst themselves. The number of such representatives should be as follows:

(i) If the population of Gramdan village does not exceed 2000

One

(ii) One representative for additional population of 2000, or part thereof.

## II. Zila Parishad

- (1) Two women if, no woman is an ex-officio or elected member of the Zila Parishad; one woman if one woman is already an ex-officio or elected member.
- (2) One member belonging to Scheduled Caste if no such person is an ex-officio or elected member of Zila Parishad.
- (3) One member belonging to Scheduled Tribe, if no such person is an ex-officio or elected member of Zila Parishad (provided the population of such tribes in the district exceeds 5% of the total population.)

5.28. Co-option of the members will be by election by secret ballot by the ex-officio and elected members of the Panchayat Samiti or Zila Parishad, as the case may be, unless otherwise indicated.

5.29. Most of the criticism against co-option is about the pressure exercised mainly with an eye to the election of Pradhan or Pramukh. The criticism is more pronounced against co-option of two persons with experience in administration etc. We have recommended abolition of co-option under this category. We are also recommending hereafter broad-based elections of Pramukh and Pradhan. These steps will meet the criticism against co-option. Having done away with the defects of co-option, it would be in the fitness of things that co-opted members have an equal say in these bodies with other members. It would be unjust to restrict their rights in respect of voting or holding office. We, therefore, recommend that the co-opted members should enjoy full voting rights and should be entitled to hold office. Co-option proceedings should, therefore, take place before the election of Pradhan or Pramukh.

### Election of Pradhan/Pramukh

5.30. Pradhan of a Panchayat Samiti and the Pramukh of a Zila Parishad, at present, are elected by the members of the respective bodies (including the co-opted members). Certain shortcomings of this method have been pointed out before the Study Team. The most serious complaint is about exercise of all types of pressures and corrupt practices. The number of members of the Panchayat Samiti and Zila Parishad being limited, ranging between 30 to 50, there are greater chances of exercise of pressures in the election of Pradhan and Pramukh. We, therefore, feel that the electoral college for election of Pradhan and Pramukh should be made more broad-based in order to eliminate the chances of malpractices and at the same time ensure independence of the Pradhan/Pramukh in the functioning.

5.31. The Pradhan of a Panchayat Samiti should be elected by an electoral college consisting of the following persons from amongst the members (excluding associate and non-voting ex-officio members and M.L.As.).

- (i) All members of the Panchayat Samiti (excluding associate members and Sub-Divisional Officer).
- (ii) All Panchas of the Gram and Nagar Panchayats in the area (excluding the associate members)

5.32. The Pramukh of a Zila Parishad, similarly, should be elected by a broad-based electoral college consisting of the following persons from amongst the members (excluding the associate and non-voting ex-officio members and M.Ps./M.L.As.).

- (i) All members of the Zila Parishad (excluding associate members and non-voting ex-officio members).
- (ii) All Sarpanchas of the Gram and Nagar Panchayats in the district.

#### **Election of Up-Pradhan and Up-Pramukh**

5.33. The Up-Pradhan or Up-Pramukh should be elected by members of the Panchayat Samiti or Zila Parishad, as the case may be, from amongst themselves (excluding associate members, M.Ps./M.L.As. and non-voting ex-officio members).

#### **Stages of Elections**

5.34. The elections to Panchayati Raj bodies will be completed in a number of successive stages. The direct election by the voters will be only at the Panchayat level to elect the Panchas and the Sarpanch. The constitution of higher bodies will be by process of indirect election. To complete the process of formation of these institutions in the shortest possible time and eliminate chances of exercise of extraneous influences and introduction of active politics, the time interval between the different stages should be as short as possible. Wherever possible, two or more elections may be held simultaneously.

#### **No-confidence Motion**

5.35. The no-confidence motion against the Pradhan of a Panchayat Samiti or Pramukh of a Zila Parishad should be considered as carried if passed by not less than two-third majority of the total number of members of these institutions (excluding associate and non-voting ex-officio members). In case of second and subsequent motions of non-confidence, simple majority should be prescribed.



5.36. The no-confidence motion against the Up-Pradhan of a Panchayat Samiti or Up-Pramukh of a Zila Parishad should be considered as carried if passed by simple majority of the total number of members of these institutions (excluding associate and non-voting ex-officio members).

5.37. A higher majority is considered necessary for no-confidence in case of first motion of no-confidence against Pradhan and Pramukh as they will be elected from broad-based electoral colleges and for stability. But in case of the Up-Pradhan and Up-Pramukh, a simple majority should be sufficient as in the case of Up-Sarpanch.

5.38. The present provisions about notice of an intention to bring no-confidence at least by 1/3rd. members (ex-officio elected and co-opted members only) and about the time limit of six months for the first no-confidence motion and six months in case of second and subsequent motions are necessary and should be retained.

#### IV. PANCHAYATI RAJ ADVISORY COUNCIL

5.39. Panchayati Raj, as already stated, has now come to be a permanent feature of our administrative set-up. The Panchayati Raj Institutions as units of local Government as also agencies of the State Government have a considerably large part of local development and administrative activities under them. This sphere of activity will progressively grow with the gradual evolution of these bodies.

5.40. We now have a Panchayati Raj structure democratically constituted and organically linked from the village level to the district level. It is necessary to provide the organic link at the State level also in order to complete the picture and give a coherent and continuous shape. The necessity has been felt and expressed in different quarters during the last few years. It will be in the fitness of things that the Panchayati Raj Institutions should have a federating body at the State level to function as a clearing house for these institutions and ensure advice and guidance on matters of common interest.

#### Constitution

5.41. We, therefore, recommend the constitution of an Advisory Council for Panchayati Raj at the State level. It will be a distinct advantage to associate both officials as well as non-officials with this State level body. The Council should consist of the following members:—

- (i) Pramukhs of all Zila Parishads.
- (ii) Nine Pradhans of Panchayat Samitis nominated by the Government.

- (iii) Seven representatives of voluntary agencies and educational institutions recommended by the Government.
- (iv) Nine M.L.A. nominated by the Government.
- (v) Five M.P.s. nominated by the Government.
- (vi) Three representatives of the State level co-operative institutions viz, Co-operative Union, Apex Marketing Organisation and State Co-operative Bank.
- (vii) The Development Commissioner.
- (viii) Heads of the Departments concerned with development activities.

5.42. The members at serial number (i) to (v) will elect a Chairman and a Vice-Chairman of the Council from amongst themselves. Members at serial number (vi) to (viii) will not have a right to vote or hold office.

#### Functions

5.43. The Council will function as a forum for Panchayati Raj Institutions for discussion and consideration of common problems and emerging trends. It will suggest steps, after careful thought, to improve the working of Panchayati Raj Institutions. The Council will constitute a sort of clearing house of views and information on Panchayati Raj. It will also advise the State Government on problems referred to it. Thus the functions of the Council may include, *inter alia*:—

- (1) advising Panchayati Raj Institutions on different aspects of their functioning;
- (2) advising the State Government on problems and subjects referred to it;
- (3) review of working and evaluation of progress and suggesting measures for improvement;
- (4) collection and publication of information and literature on Panchayati Raj;
- (5) looking after the institutional growth of Panchayati Raj; and
- (6) working for development of good and healthy conventions in relationships.

5.44. The Council should hold its meeting at least once in six months. It may constitute committees for different subjects for its continuous functioning. There should be a permanent office organisation for the Council and an officer belonging to the senior scale of Rajasthan Administrative Service should be appointed as Secretary who will function as Secretary to the Committees also.

## V. TENURE

5.45. The tenure of Panchayati Raj Institutions under the present statute in Rajasthan is three years. The State Government have powers to extend the term of three years upto one year.

5.46. There are wide variations in respect of tenure of these bodies in different States, the term varying from 3 to 5 years. The tenure at present is 5 years in the States of Madhya Pradesh, Madras, Maharashtra and Uttar Pradesh; 4 years in Gujrat, Mysore, Orissa and West Bengal. In the remaining States of Andhra Pradesh, Assam, Bihar and Punjab the prescribed term is 3 years. Under the newly enacted Panchayat Act, Andhra Pradesh has extended the term to 5 years.

5.47. Majority of the persons we have communicated with through interviews and questionnaire are in favour of a term longer than 3 years and most of them are in favour of a 5 year term. It has been argued that 3 years is a very short term. In the first six months the elected bodies get settled, in the last six months of the tenure their minds become pre-occupied with the approaching elections; and thus these bodies only get an effective period of two years for work which is a very short period for any useful and seriously planned constructive work.

5.48. The advantages that will accrue from a longer term are as follows:—

- (i) Elections in a longer term will be less frequent. This will not only effect economy but will also minimise the strain on administration.
- (ii) As pointed out above, 3 years term is very short for any constructive work by these bodies.
- (iii) The time and expense incurred on the training of elected representatives will be put to greater use in a longer term.

5.49. A term longer than 3 years will be definitely advantageous from many points of view. But it has also to be kept in view that the term should not be very long as it may lead to complacency in the elected representatives. An unduly long term is likely to breed inefficiency and may give rise to despotic tendencies. We are, therefore, of the view that the term of Panchayati Raj Institutions should be four years. It will give sufficient time to the elected bodies to work for local development.

## VI. POLITICAL PARTIES AND PANCHAYATI RAJ

5.50. Among the questions we have considered is the role of political parties in respect of all the three layers of Panchayati Raj. The question

we were mainly anxious to consider was whether elections to Panchayats should be fought on the basis of political parties and their respective ideologies. We have found two views on it. Those who advocate that elections should be fought on party basis maintain that politics entered elections even when there was no open canvassing on party lines. If that was so, it is better. they argue the fact is boldly admitted and political parties contest elections openly on party basis and press forward their respective points of view and commend their ideologies to the acceptance of the people. There was also, according to them, another reason why elections should be fought on party lines. Our village folk are steeped in sectional, caste and personal loyalties. Frank political education would enable them to transcend these loyalties and think in terms of principles and the vision of a new social order.

5.51. Those who hold the contrary view are, however, clear in their minds that Panchayati Raj should be kept clear of party politics. The tasks Panchayati Raj Institutions have to perform today are tasks in which all political parties and the entire local population are interested. What is needed of those who are charged with the responsibility of administering local affairs is efficiency, knowledge, integrity and public spirit. These qualities have to be displayed by whoever is the Pradhan or Sarpanch and whatever his political affiliation. People would also like to judge him as an individual, possessing or lacking certain qualities and not as some one belonging to a political party. If people are taught to think in political terms in matters of local administration, the failure of the individual would not be his personal failure but that of a party. A vigorous functioning of political parties would come in the way of office holders or the elected element being judged on their own merits. Parties would be so obsessed with blaming each other that individuals would either tend to be thrown into the background or indiscriminately supported by parties even when their conduct is questionable. In the context of conditions that exist today, the prime necessity is the creation of local leadership which should have a more or less universal appeal.

5.52. This intensity when it takes a political form is bound to affect the local administration even in its day-to-day working. It might be argued that even when elections are fought on a non-political and personal basis, the same evils could arise, but there is a difference. If the individual concerned showed prejudice or partiality in the handling of his duties, he will not have behind him the support of a political party. Secondly, it was easier to evolve correctives for personal prejudices and favouritism than for political prejudices and favouritism.

5.53. As things are, it is necessary that we focus the attention of the people on the tasks of rural development which face the local institutions. These tasks are mostly of a constructive and nation-building kind. They relate to sanitation, public health, education, roads, recreation, help to the needy and economic activities connected with agriculture, animal husbandry, co-operation and industry. Right approach to these tasks has nothing to do with either caste or any political or religious creed. There are divisions of an economic kind, divisions between haves and have-nots or the privileged and under-privileged sections of the community which are real. But the basic questions which these economic divisions raise are beyond the scope and the competence of a local Government to deal with. They are essentially the concern of the State or the Central Government. It is, therefore, vital that we concentrate the public mind on the constructive tasks which face the entire community.

5.54. Those who are in touch with the detailed working of political parties know how difficult it is to maintain party discipline where local Government institutions are concerned. All types of forces are at work making it extremely difficult for any kind of party discipline or cohesion to be maintained. The institutions and the welfare of the public are affected by this indiscipline. It is better, therefore, looking at the matter from a practical point of view, that in the existing context these institutions remain free from party politics.

5.55. This should not be interpreted to mean that in the absence of party politics all would be smooth sailing. Many problems and situations would arise especially when the field is so extensive and Panchayats run into thousands but we feel they would be easier of solution if we take pains to focus people's attention on their problems and the need to tackle them in the general interest of the people.

5.56. Perhaps no effective formal steps are possible to keep out party politics from Panchayati Raj Institutions. Much has to be left to the good sense of the parties. We might, however, suggest for consideration the following line of action:—

(1) All political parties should, by agreement, devise a code of conduct for keeping away party politics from Panchayat elections.

(2) Political parties should not be recognised for Panchayati Raj elections. Election symbols of political parties should not be allotted to candidates.

## . VII. UNANIMOUS ELECTIONS.

5.57. Unanimity in elections is desirable. It is a proof of harmony and unity existing in the electorate. Unanimous elections are conducive to the smooth functioning of Panchayati Raj bodies and do not leave an atmosphere of bitter rivalries and estrangement. Unanimity in elections can, however, be spontaneous as well as spurious. The wholesome effects of unanimous elections will follow only if the unanimity is really spontaneous and has not been achieved by use of coercion or undue influence of a dominant group or individuals. The unanimity achieved by exercise of extraneous influences cannot produce the right results. Unanimity brought about by artificial means may give rise to an atmosphere charged with suppressed feelings of antagonism and frustration.

5.58. Contest is an ordinary phenomenon in democratic elections, while unanimity, however desirable, is an exceptional situation. It should be recognised that wherever there are democratic elections, the possibility of contests should not be, and cannot be, ruled out.

5.59. Unanimity in elections may be due to a variety of reasons and it would be wrong to presume that unanimity necessarily indicates harmony in the village. During the last Panchayat elections (1960), elections of 25% Panchayats—both Sarpanchas and Panchas and 38.8% Sarpanchas were unanimous. An analysis of the unanimous elections by the State Directorate of Evaluation showed that unanimity in elections had positive co-relation with the size of Panchayat. Smaller the Panchayat, greater the unanimity. Other factors which were found responsible for unanimous elections were stated to be as follows in order of intensity:—

- (1) Personal popularity of candidates.
- (2) Efficient working of previous elected representatives.
- (3) Predominance of one caste.
- (4) General harmony in the village.
- (5) Traditional prestige of candidates.
- (6) General backwardness of people.
- (7) Mediation by social workers.
- (8) Financial incentives provided by the Government.
- (9) Fear of the candidates.

5.60. It is noteworthy that financial incentives provided for unanimous elections occupy very low place of intensity in the factors responsible for unanimous elections. The factors which occupy place of high intensity are

personal influence and popularity of the candidate and predominance of caste groups.

5.61. We are, therefore, of the opinion that provision of financial incentives does not affect unanimity in any significant manner and we do not consider such artificial incentives necessary. Unanimous elections should be most welcome if they come spontaneously and thus really represent village harmony and voluntary acceptability of a candidate. Special incentives or measures, however, are not appropriate. Such measures may give a handle to undesirable elements to be used to suppress free choice.

---

## CHAPTER VI

### GRAM SABHA

#### Meaning and Role

6.1. The structure of Panchayati Raj detailed in the preceding two Chapters would reveal that we envisage Gram Sabha to function as the popular base for the Panchayati Raj set-up. The Panchayat at the village level should draw its authority from and be re-sponsible to the Gram Sabha which in effect constitutes the people of the village.

6.2. The idea of a general assembly of people is not alien to our villages. We have an ancient tradition in this respect, which during the course of time lost its vitality. Revival of the practice of a general gathering in systematic and regular way and as part of an organic set-up will go a long way in enthusing rural masses. An active Gram Sabha will provide a modicum of direct democracy at the village level.

6.3. It is now being widely recognised that Gram Sabha should have an important position and a meaningful role in the Panchayati Raj. It should function as the parent body at the base and should be developed as an instrument for vitalisation of the village life and strengthening the roots of democracy. Gram Sabha should function as a forum where people meet and discuss their day-to-day problems. In the Gram Sabha public opinion on all matters that affect them will get crystallized and a guide-line will be provided for the working of the Gram Panchayat. It will also help the Panchayat to communicate information to the people.

#### Present Position

6.4. The Rajasthan Panchayat Act, 1953 lays down that 'every Panchayat shall convene in such manner and at such time and intervals as may be prescribed, a meeting of all adult residents of the Panchayat circle'. The Rajasthan Panchayat and Nyaya Panchayat (General) Rules, 1961 have cast the responsibility for holding the general meeting of adult residents, atleast twice in a year in the months of May and October on the Sarpanch or Up-Sarpanch. The word Gram Sabha has nowhere been used in the Act or Rules. The present provisions do not impart any statutory status to the general assembly of adult residents.



6.5. The institution of Gram Sabha under the pattern of Panchayati Raj in Rajasthan is, thus, about three years old. In the first year many people did not have full knowledge of the provisions and no regular meetings of Gram Sabha were held. Subsequently, the Government took active steps to popularise the institution by constant process of education and follow up. The meetings of the Gram Sabha are now being convened by the Panchayats. There is, however, unanimity of opinion amongst all the persons we have met or communicated with that the Gram Sabha has not yet become an effective institution. It has been found that the meetings of the Gram Sabha are not being regularly held and with a few exceptions the meetings held are not being well attended. The Gram Sabha has not yet created the requisite interest and enthusiasm amongst the people. The reasons for the lack of interest and enthusiasm of people in Gram Sabha are indicated below:—

1. *Lack of proper publicity.*—The notices for the meetings are not issued and circulated in time.
2. *Un-suitable timings.*—Meetings are sometimes held in the busy agricultural season which does not suit the cultivators.
3. *Apathy of Sarpanch.*—A good number of Sarpanchas are apathetic towards Gram Sabha and do not take pains to convene the meetings. They are, in some cases, afraid of facing the general assembly of people for fear of criticism.
4. *In-adequacy of functions and scope.*—The scope and functions of the Gram Sabha at present is very limited. Mere narrations of statistics and routine description of activities cannot enthuse people.
5. *Illiteracy of people.*—There is a high percentage of illiterate people in the villages.
6. *Lack of Secretarial assistance.*—There is no arrangement for Secretarial assistance at present.

### Statutory Recognition of Gram Sabha

6.6. It is necessary that the Gram Sabha should be given statutory recognition in order to make it effective. The Gram Sabha should be treated as the parent body at the village level of which the Gram Panchayat should be the executive unit.

6.7. A fear has been expressed in some quarters that the statutory recognition of two bodies *viz.* Gram Sabha and Gram Panchayat at the village-level will result in a perpetual conflict between the two bodies and

will create problems of relationship. This fear is obviously based on the assumption that after being accorded a statutory status, the Gram Sabha will function in the executive sphere. This assumption is not correct because the Gram Sabha is to function only as an advisory and reviewing body without any executive powers which will continue to vest in the Panchayat. The conflict, therefore, should not arise.

### Mode of Functioning

6.8. The basis of functioning of the Gram Sabha should be the consensus of opinion. It should not be difficult to arrive at a consensus in the village body in matters of general interest to the village community. There should not be formal voting at the meetings of the Gram Sabha. Normally the consensus of opinion in the meetings of Gram Sabha should be evident. But in case of doubt the decision of the President announced at the meeting should be deemed final. The consensus expressed at the Gram Sabha meetings should serve to guide the functioning of the Panchayat. Thus, through the medium of Gram Sabha the voter will have an opportunity of influencing policy formulation and implementation.

6.9. Necessary co-ordination between the Gram Sabha and Gram Panchayat will be provided by the Sarpanch who is elected by the entire electorate of the Panchayat circle. The Panchayat Secretary should function as Secretary of the Gram Sabha. It should be the duty of the Secretary to record the proceedings of the Gram Sabha and follow up implementation of the decisions under the guidance and supervision of the Sarpanch.

### Powers and functions

6.10. It would be difficult to define, in precise terms, the powers and functions of a Gram Sabha. It is through the gradual process of working that conventions will be developed and the Gram Sabha will acquire a position of eminence from which higher tiers of Panchayati Raj will draw sustenance and strength. All matters of importance affecting the village life should be made a subject-matter of discussions in the Gram Sabha. People must feel that the Gram Sabha is there to ensure their voice in the local development and to help in the redress of their grievances. The subjects which should be brought on the agenda of the meeting of the Gram Sabha for general discussions are:—

1. Budget of the Panchayat.
2. Audit report of the Panchayat and its compliance.
3. Plan of the Panchayat.
4. Report about the progress of the plan and development activities.

5. Review of the working of the Panchayat.
6. Review of the implementation of the decisions of the Gram Sabha.
7. Report about the utilisation of the amounts of loans and subsidies.
8. Report about utilisation of the amount of grant-in-aid received by the Panchayat.
9. Review of the working of co-operative movement, general matters about co-operatives and items suggested by co-operative societies.
10. Matters of common interest to the villagers e.g. village pastures, village tanks, common-wells etc.
11. Working of the village school.
12. Communication of important information and decisions.

**6.11** Discussions in the Gram Sabha should not be limited only to the subjects included in the agenda. There should be a definite item on the agenda about public grievances. Only specific grievances or complaints should be allowed to be discussed under this item; general or vague remarks do not offer any basis for discussions. Even if the complaints are beyond the powers of the local Panchayat to be resolved, such complaints should be referred to the appropriate authority by the Gram Panchayat on behalf of the Gram Sabha. It should be ensured that the references made by the Gram Panchayat to the higher level are replied in time. There should be a question hour in the beginning of the Gram Sabha meeting.

### **Meetings of the Gram Sabha**

**6.12.** Meetings of the Gram Sabha should be held at least twice in a year in the months of May-June and September-October. Meetings may also be held on the Republic Day, Independence Day or any other festival of local importance. It should be obligatory for the Sarpanch to call a meeting of the Gram Sabha, if requisitioned by at least 10% of the voters of the Panchayat circle in addition to these meetings.

**6.13.** Besides the meetings of the Gram Sabha, provision should also be made for holding ward-meetings by the respective ward Panchas at least once in three months. Combined ward-meetings should be held so as to cover an entire Mohalla or a village. The ward-meeting should precede the meeting of the Gram Sabha. The Sarpanch should try to attend atleast one of such ward-meetings in a year.

**6.14.** As regards quorum at the Gram Sabha meeting, we are of the opinion that no quorum should be prescribed for the meeting. Gram Sabha should function through conventions.

## Vitalisation of Gram Sabha

6.15. Vitalisation of the Gram Sabha will depend on the nature of business transacted at the Gram Sabha meetings and the functions and powers entrusted to the Gram Panchayats. It is very necessary to make the meetings of Gram Sabha attractive and purposeful. Following suggestions are made for vitalising the Gram Sabha:—

1. Gram Sabha should have statutory recognition.
2. The duty of calling the minimum prescribed meetings of the Gram Sabha should be clearly cast on the Sarpanch. Failure to comply with this obligation should be penalised. Persistent defaults should result in the removal of the Sarpanch.
3. It should be obligatory for the Sarpanch and Panchas to be present at the meeting of the Gram Sabha.
4. The Panchayat should place before the meeting of Gram Sabha the reports and statements mentioned in para 6.10. Discussions should take place in the Gram Sabha on these documents and reports and other agenda items referred to above.
5. There should be a regular follow-up of the suggestions of the Gram Sabha by the Panchayat and the progress about implementation of decisions should be reported to the next meeting of the Gram Sabha.
6. The Gram Panchayat must be helped to function effectively. Recommendations of the Gram Panchayat should carry due weight with the higher authorities and institutions. Strengthening of the Panchayat will automatically help the growth of Gram Sabha.
7. The Patwari, Village Level Worker and Manager of the Co-operative Society and Presidents of Village Organisations must attend meetings of the Gram Sabha so that the queries relating to their spheres are answered on the spot.
8. An officer of the Panchayat Samiti, either the Vikas Adhikari or one of the Extension Officers should attend the Gram Sabha on behalf of the Panchayat Samiti. The Pradhan of the Panchayat Samiti and the Pramukh of the Zila Parishad should make a programme of attending as many meetings of the Gram Sabha as possible.
9. The Revenue Officers viz. the Tehsildar, Naib Tehsildar and other Block Level Officers should make it possible to attend as

many meetings of the Gram Sabha as possible. Problems of the revenue department affect the village people most intimately. The Tehsildar and Naib Tehsildars if they attend the Gram Sabha meetings can be actively helped in the solution of these problems.

10. All those activities which are by rules or convention required to be carried out in Majma-e-Aam (open assembly of people) should be as far as practicable carried out in the meeting of Gram Sabha.
  11. The Patwari should be required to read out all mutations affected during the previous six months in the meeting of the Gram Sabha, so that people have an opportunity of knowing about them and chances of mal-practices and forgeries are eliminated. The limitation period for filing of reviews and revisions against the orders of mutation should be counted from the date of the meeting of the Gram Sabha at which it has been read out.
  12. Wide publicity should be given to the powers and functions of the Gram Panchayat and Gram Sabha. Folders and posters should be prepared in simple language and distributed to the villagers.
  13. The notice for the meeting of the Gram Sabha should be given due publicity. The notice should be issued ' atleast a fortnight before the date of the meeting and should be repeated again a week before. The date of the meeting of the Gram Sabha should also be announced by beat of drum in the village at least twice before the day of the meeting.
-

## CHAPTER VII

### PANCHAYAT

7.1. Panchayats constitute the base of the pyramid of Panchayati Raj. It can hardly be over-emphasized, therefore, that the successful and effective functioning of Panchayati Raj, in a large measure, depends upon the soundness and vitality of the Panchayats at the base.

7.2. Panchayats are representative institutions nearest to the people. Their performance in relation to the village determines people's reaction to Panchayati Raj. Proximity of Panchayats to the people enhances their importance in the general set-up. It also increases their direct accountability to the people. Then, Panchayats are the only directly constituted representative institutions and provide the basis for indirect constitution of the higher bodies. The performance of Panchayats, therefore, has a vital bearing on the functioning of higher tiers of Panchayati Raj.

7.3. From the impressions gained during the course of our visit to different districts and discussions held with officials and non-officials and from the interviews and the replies received to our questionnaire, we have come to the finding that the Panchayats have not come up to the expectations of the people. They have been entrusted with numerous responsibilities, but apparently they do not have adequate wherewithal to discharge them. All these powers and functions embellish the statute book but on the field, there is hardly any impact. There is no doubt that there are some good Panchayats which have worked successfully and have made a great impact on development programme in their areas and have shown commendable enthusiasm but the broad picture is not so bright. By and large, Panchayats have not exhibited that vitality and strength which should characterise a basic institution of the people.

7.4. We have given considerable thought to the matter. Various factors which have contributed to the present weakness of these institutions and have retarded their spontaneous growth can be listed as follows:

1. *Lack of resources.*—Lack of adequate finances comes in the way of effective functioning of Panchayats. Most of the Panchayats are not able to take up any programme of development of the rural area or provision of civic amenities.

2. *Lack of Secretarial assistance.*—In the absence of trained and whole-time Secretaries the Panchayats do not function continuously. There is some activity on the day of the meeting of the Panchayat once or twice in a month but for the remaining period, there is complete inactivity.
3. *Lack of adequate powers.*—It has been stated that Panchayats have not been vested with adequate powers in the sphere of local administration.
4. *Lack of co-operation from revenue and police agency.*—Despite provisions in the Act, whole-hearted co-operation and support from the revenue and police agencies has not always been forthcoming. In many cases, decisions of the Panchayats were not executed for want of timely police assistance. This needs attention of the Government.
5. *Lack of guidance and supervision.*—Continuous guidance and supervision is not being made available to Panchayats. There is a general feeling amongst the Panchas and Sarpanchas that no guidance is available to them from higher levels.
6. *Apathy on the part of Panchas.*—Panchas do not take interest in the affairs of Panchayats and leave everything to be done by the Sarpanch.
7. *Group factions.*—After the introduction of the Panchayati Raj, it has been stated that group factions have considerably increased. The bitterness arising out of elections vitiates the atmosphere of the village and the rival groups hinder the smooth functioning of these institutions.
8. *Complexity of rules and procedures.*—Complicated rules and procedures scare many a Sarpanch and Panchas from involving themselves fully in the work of the Panchayats. Some instances were cited where Sarpanchas got into trouble for committing mistakes without any malafides.
9. *Lack of timely action against defaulters.*—It was pointed out that generally action against the defaulters is delayed. If defaulters are not brought to book promptly, people lose faith in the institutions and in the working of Panchayati Raj.
10. *Proximity of the Panchayat Samiti.*—It has been stated that the proximity of a strong executive body like the Panchayat Samiti has dwarfed the initiative of the Panchayats particularly in the field of development.

11. *Importance of Sarpanch.*—The Sarpanch as a member of the Panchayat Samiti has assumed over-riding importance and has over-shadowed the Panchayat as an institution. Powers of Panchayat seem to have been concentrated in the Sarpanch.
12. *Inactive Gram Sabha.*—Gram Sabhas have not been active. The adult residents of the village have not displayed an alert and active interest in the functioning of Panchayat.

### Vitalisation of the Panchayat

7.5. The importance of an institution can be built up only on its intrinsic worth. People are very sensitive in this respect and they will be interested in an institution only to the extent it can serve them. In order to create an abiding interest in the people, the Panchayat must render to them services in their day-to-day life and provide solutions of their felt problems and needs. The mere functioning of the Sarpanch in an effective manner will not make the institution active. The most important way of vitalising the Panchayats is, therefore, to endow them with powers and means to tackle the common problems of the people. It is necessary that more and more local problems are brought within the ambit of Panchayats so that people can get their grievances redressed and find solution to the problems which confront them. People should feel that they have a decisive role to play in the management of their own affairs. Only then, good leadership will emerge.

7.6. We believe that the future of Panchayati Raj to a large extent depends on the successful working of Panchayats. If these basic institutions are not vitalised, the entire super-structure, will remain a weak edifice. Due to various reasons, it will naturally not be possible to bring all the problems at the village level within the purview of the Panchayats right now but we should be clear about the ultimate objective. The trend should be in favour of vesting panchayats with adequate powers and functions and develop them as effective units of local government.

7.7. For the vitalisation of panchayats, we suggest the following measures:

1. Financial position of the Panchayats should be strengthened. We shall revert to this subject for a detailed analysis in a separate chapter.
2. The powers and functions of the Panchayats should be more clearly enunciated.
3. Efficient and regular secretarial assistance should be ensured.



4. The rules and procedures should be simplified. The rules should subserve the larger interests and not work as a handicap in the smooth working of these institutions. The rules should be such as could be understood by the common man.
5. Cooperation from revenue and police agencies must be ensured. A number of difficulties and problems of Panchayat arise due to lack of cooperation and assistance from the revenue and police agencies at the local level.
6. The departments should develop a sense of oneness rather than apathy with these institutions and consider development of these institutions as their responsibility.
7. Mistakes and irregularities should be prevented from occurring and bonafide mistakes should be dealt with sympathetically.
8. Strict and deterrent action should be taken against defaulters, whether officials or non-officials. When delinquent persons escape punishment, a bad impression is created on the people and they are demoralised.
9. The Sarpanch should be relieved from the duty of maintaining accounts and handling cash. Some of the Sarpanchas, we were told, ruined their career because they mishandled financial matters more through ignorance than through any malafide intentions.
10. Gram Sabha should be activated and should play an effective role.
11. A vigorous effort should be made to educate the people. The expansion of primary education should be intensified. Great stress should be laid on adult literacy and social education programmes.

### **Powers and Functions**

7.8. Prior to its amendment in 1960, the Rajasthan Panchayat Act provided for obligatory and optional functions of Panchayats. This distinction was, however, removed by the Rajasthan Act 25 of 1960 and a comprehensive list of functions has been incorporated in Schedule III of the Act. Section 24 of the Panchayat Act provides that the Panchayat shall make reasonable provision within the Panchayat circle in regard to all or in respect of the matters specified in the schedule. This provision is hedged in by conditions of availability of funds and discretion has been given to Panchayat to choose any functions from the schedule. Although the list is quite comprehensive, the provisions contained in section 24 are

11. *Importance of Sarpanch.*—The Sarpanch as a member of the Panchayat Samiti has assumed over-riding importance and has over-shadowed the Panchayat as an institution. Powers of Panchayat seem to have been concentrated in the Sarpanch.
12. *Inactive Gram Sabha.*—Gram Sabhas have not been active. The adult residents of the village have not displayed an alert and active interest in the functioning of Panchayat.

### Vitalisation of the Panchayat

7.5. The importance of an institution can be built up only on its intrinsic worth. People are very sensitive in this respect and they will be interested in an institution only to the extent it can serve them. In order to create an abiding interest in the people, the Panchayat must render to them services in their day-to-day life and provide solutions of their felt problems and needs. The mere functioning of the Sarpanch in an effective manner will not make the institution active. The most important way of vitalising the Panchayats is, therefore, to endow them with powers and means to tackle the common problems of the people. It is necessary that more and more local problems are brought within the ambit of Panchayats so that people can get their grievances redressed and find solution to the problems which confront them. People should feel that they have a decisive role to play in the management of their own affairs. Only then, good leadership will emerge.

7.6. We believe that the future of Panchayati Raj to a large extent depends on the successful working of Panchayats. If these basic institutions are not vitalised, the entire super-structure, will remain a weak edifice. Due to various reasons, it will naturally not be possible to bring all the problems at the village level within the purview of the Panchayats right now but we should be clear about the ultimate objective. The trend should be in favour of vesting panchayats with adequate powers and functions and develop them as effective units of local government.

7.7. For the vitalisation of panchayats, we suggest the following measures:

1. Financial position of the Panchayats should be strengthened. We shall revert to this subject for a detailed analysis in a separate chapter.
2. The powers and functions of the Panchayats should be more clearly enunciated.
3. Efficient and regular secretarial assistance should be ensured.

4. The rules and procedures should be simplified. The rules should subserve the larger interests and not work as a handicap in the smooth working of these institutions. The rules should be such as could be understood by the common man.
5. Cooperation from revenue and police agencies must be ensured. A number of difficulties and problems of Panchayat arise due to lack of cooperation and assistance from the revenue and police agencies at the local level.
6. The departments should develop a sense of oneness rather than apathy with these institutions and consider development of these institutions as their responsibility.
7. Mistakes and irregularities should be prevented from occurring and bonafide mistakes should be dealt with sympathetically.
8. Strict and deterrent action should be taken against defaulters, whether officials or non-officials. When delinquent persons escape punishment, a bad impression is created on the people and they are demoralised.
9. The Sarpanch should be relieved from the duty of maintaining accounts and handling cash. Some of the Sarpanchas, we were told, ruined their career because they mishandled financial matters more through ignorance than through any malafide intentions.
10. Gram Sabha should be activated and should play an effective role.
11. A vigorous effort should be made to educate the people. The expansion of primary education should be intensified. Great stress should be laid on adult literacy and social education programmes.

### **Powers and Functions**

7.8. Prior to its amendment in 1960, the Rajasthan Panchayat Act provided for obligatory and optional functions of Panchayats. This distinction was, however, removed by the Rajasthan Act 25 of 1960 and a comprehensive list of functions has been incorporated in Schedule III of the Act. Section 24 of the Panchayat Act provides that the Panchayat shall make reasonable provision within the Panchayat circle in regard to all or in respect of the matters specified in the schedule. This provision is hedged in by conditions of availability of funds and discretion has been given to Panchayat to choose any functions from the schedule. Although the list is quite comprehensive, the provisions contained in section 24 are

vague and confusing. In our opinion, certain specific functions should be made obligatory and Panchayat should be enabled to discharge these functions through adequate financial and legal support. In this way only, Panchayat will be able to make effective contribution in the spheres that are assigned to it. We may then lay down that in addition to obligatory functions, Panchayats can take up all, or any of other, functions also. We, therefore, recommend that duties and powers of the Panchayat should be separately and specifically laid down. Broadly, the functions of the Panchayat should be classified into the following categories:

- (i) Civic amenities;
- (ii) Social welfare activities including welfare of weaker sections;
- (iii) Local Administration; and
- (iv) Development.

7.9. We append a list of duties and functions which should be classified as obligatory and optional (Appendix XXI). Provision should be made in the Act to enable the Government to modify this list by addition, withdrawal or transfer of any items included therein. In case of Nagar Panchayats, the list of obligatory functions may include certain other items in addition to those of the Gram Panchayat. The Nagar Panchayats will have better financial resources and can take up more functions in respect of civic amenities and social services.

7.10. As regards developmental functions, Panchayats should in addition to functioning as agencies of the Panchayat Samitis, take up, of their own accord, schemes for development of the area. Formulation of village and Panchayat plans and their implementation should be the principal obligation of the Panchayats. A concerted attempt has been made by the State Government in getting the village production plans formulated. It was, however, found that these village production plans are not backed by financial assistance or timely and adequate supplies. We strongly feel that unless financial assistance is secured and guaranteed and supply line is strengthened, the attempt to formulate realistic village production plans will continue to be a fruitless effort. The village plan should consist of the following:—

- (i) items that the village could take up through its own resources. In this will be included items which will be taken up through the help of the village cooperative society also,
- (ii) items which will be taken up through the funds and resources available from the Panchayat Samiti; in other words, items which will be taken up as agency functions.

7.11. Broadly the plan should consist of two parts; namely, production programmes and social amenities programmes. The Panchayat plan should be a consolidation of the village plans.

### Management of village pastures

7.12. Grazing lands have been transferred to the Panchayats. They are entitled to the income arising from natural growth on grazing lands. On the basis of our talks with the people during our visits to the districts and the replies received to our questionnaire we found that people in general are not satisfied with the management of grazing lands, by the Panchayats. The following difficulties have been pointed out:

1. Grazing lands have not been properly demarcated.
2. Encroachments on grazing land have posed a serious problem.

7.13. The Panchayats do not have any powers for removal of encroachments and have to approach revenue authorities from where they hardly get prompt redress. By the time, revenue authorities start proceedings for removal of encroachments, the trespassers get firmly entrenched and consolidate their position. Effective action, therefore, is called for with regard to removal of encroachments from grazing lands. A simple and prompt procedure should be laid down for dealing with encroachments on grazing lands. It should also be ensured that Panchayats get their income from the grazing areas.

7.14. Encroachments on grazing lands as well as abadi lands constitute a very serious problem. To deal with encroachments, Panchayats should be empowered to impose fine of Re. 1/- per day till the encroachment continues after the order of vacation by the Panchayat. The Panchayat should, of course, hear the party and take necessary evidence before passing the order of vacation.

### Village Forests

7.15. Panchayats have been given responsibility to maintain and grow village forests. But this programme has not made much headway. The grant-in-aid given at the rate of Rs. 25/- per acre to raise forests is extremely meagre. We are quite confident that Panchayats will come forward to take up this programme with vigour, if adequate financial assistance is given to them and necessary administrative assistance and technical guidance is provided.

### Development of Panchayat Land

7.16. The State Government have issued instructions that every Panchayat should be allotted 15 bighas of land. Some Panchayats, have

displayed considerable interest in developing these lands and getting good returns therefrom. They have developed the area allotted to them and have been able to augment their resources. In large parts of the State, enough land is still available. We, therefore, recommend that instead of 15 bighas, wherever it is possible, 25 bighas of land should be allotted to Panchayats. We were told that in some of the areas even this 15 bighas of land has not been allotted. This should be done very early. Panchayats should be enabled to develop this land and Village Level Workers should be made specifically responsible to ensure that this land is properly developed. This land can very well serve as a demonstration for other cultivators. The attention paid by the Village Level Worker in this matter should figure in the assessment of his work.

### **Irrigation tanks**

7.17. All tanks irrigating 50 acres or less have been transferred to Panchayats. Panchayats are required to maintain them and take advantage of the income out of these tanks. Due to the weak financial position of the Panchayats, these tanks have not been properly maintained. Quite a large number of these tanks are already breached and need repairs. Barring a few exceptions, Panchayats have not been able to take advantage of these tanks. We would, therefore, recommend that these tanks should be withdrawn from the Panchayats and transferred to the Panchayat Samitis. Panchayat Samitis have technical personnel to look after these tanks and will also have resources for proper maintenance. It will also be easy for Panchayat Samitis to levy and realise water-rates from these tanks. The rights of fisheries should, however, continue to vest in the Panchayats. Net income from the tanks should be shared equally between the Panchayat Samiti and Panchayat.

### **Sale of abadi land**

7.18. The sale of abadi land (for residential purposes) forms an important source of income to Panchayats and Panchayats have taken deep interest in this function. Steps have also been taken by Panchayats to increase the abadi area by conversion of more land into abadi. We have, however, found during the course of our enquiry that there have been many irregularities and complaints about the management of abadi lands. We suggest following remedial measures:—

- (i) Abadi land should be clearly demarcated. There have been instances where Panchayats allotted or sold Government lands, thus causing many legal and administrative complications.

- (ii) Serious complaints were made regarding the sale of abadi lands adjoining big cities and important towns. The sale was characterised in quite a few cases by favouritism and nepotism. Lands were allotted to those who were not entitled to allotment while those who were entitled went without allotment and were asked to bid in auction.

**7.19.** We, therefore, recommend that Panchayats lying within the radius of 5 to 10 miles of big cities and having a population of one lac or more should be divested of this function. Panchayat Samitis should be authorised to prepare proper development plans of these villages and should have authority to effect sale of land after approval of the plan by the competent authority at the District level. 90% of the sale proceeds of abadi lands may be given to jurisdictional Panchayats.

**7.20.** Under the law, artisans are entitled to free house sites. Unfortunately this provision has not been implemented in full. Steps should be taken by the Panchayat Samiti to explain the existing provisions and to ensure that artisans get the advantages they have been entitled to under the provisions of law.

#### **Development of abadi**

**7.21.** Development of abadi is an important function of the Panchayat. Regulation of new constructions, therefore, naturally falls within the purview of Panchayats. The existing law provides for regulation of construction by Panchayats but the rules on the subject are totally inadequate. It has been expressed before us that the orders of the Panchayat in respect of new constructions have been flouted and that nobody cares to seek permission of the Panchayat before starting construction. We, therefore, recommend the following measures to enable the Panchayats to discharge this function effectively :

- (1) The constructions should be regulated by suitable bye-laws. State Government should circulate model bye-laws for the guidance of Panchayats.
- (2) Panchayat should be empowered to issue order for stay of construction in case of unauthorised construction.
- (3) Panchayat should have powers to remove or demolish the unauthorised structure. But this power of the Panchayat should be subject to prior approval of the District Tribunal which we are proposing to be constituted. The Panchayat may, however, regularise an unauthorised construction on payment of a penalty not exceeding the prescribed limits by the defaulter.

## Execution of Schemes

7.22. Panchayats perform agency functions and execute schemes entrusted to them by the Panchayat Samitis. In the execution of schemes, it is expected that guidance and supervision of technical staff is provided. We have, however, found that although schemes are entrusted to the Panchayats, no proper guidance is given to them. The sanctioned amount is transferred to the Panchayat actually to the Sarpanch. At the Panchayat level, neither technical assistance is available nor is there a proper office to maintain accounts. Where Sarpanchas are sincere and active, there has been proper utilisation of funds. In other cases, funds have not been properly utilised and works remained incomplete. We would suggest following measures to improve this situation:

- (i) Panchayat must be provided with a whole-time Secretary who should also be trained in maintaining accounts for which we have made detailed recommendations in para 7.28 of this chapter.
- (ii) The condition of people's participation is another factor which hinders the execution of schemes. We have separately discussed this aspect in detail in Chapter XIII.
- (iii) There is no adequate system to provide continuous guidance and supervision, specially for construction works. It should be the responsibility of the Overseer of the Panchayat Samiti and concerned Extension Officers to provide adequate guidance. District Level Officers should also have responsibility to inspect these works.
- (iv) In many cases completion certificates are withheld purely on formal grounds. The Panchayats should be helped to complete necessary formalities.

## Maintenance of prescribed records

7.23. In most of the cases, Panchayats have not been able to maintain proper records and accounts. They have maintained only cash book, proceedings register and register of cattle pounds. It is expected that after the provision of a whole-time Secretary, the position regarding the maintenance of records and accounts will improve. The records of births and deaths have been neglected completely. These records were previously maintained by the Patwari but after the transfer of this function to the Panchayat the work has been nearly discontinued.

7.24. Another difficulty in connection with the maintenance of records is about the availability of printed forms and registers. There is no systematic arrangement for their supply. Government should ensure



supply of standardised printed forms and stationery. It would be useful if Panchayat Samiti, at its level secures printed forms, stationery and registers for the Panchayats. This will be conducive to economy, efficiency and uniformity.

### Functioning of Panchas and Sarpanch

7.25. There is a wide-spread feeling that Panchas have not taken interest in the affairs of the Panchayat. Literate Panchas, wherever they are, have taken interest but the number of such Panchas is very few. It has also been stated that lack of adequate powers and status of Panchayats have made this functionary apathetic. It has further been stated that too powerful personality of the Sarpanch has also dwarfed the Panchas.

7.26. The Sarpanch has on the whole functioned effectively. It has, however, been observed that the Sarpanch has functioned more as a member of the Panchayat Samiti rather than head of the Panchayat. In some cases, the Sarpanch with his strong position and without any deterrent of public opinion or fear of his colleagues, has misused his position. Cases were also cited before us where Sarpanchas have become prey to party factions and groupism and have not done or have not been allowed to do anything useful for the Panchayat. We feel that steps should be taken to activate the Panchas and to make Sarpanch function as an institutional head. It should also be ensured at the same time that his initiative is not curbed.

7.27. In the foregoing paragraphs, we have suggested certain measures which will bring about improvement in the functioning of Gram Panchayat. We have also recommended constitution of committees in the Panchayats. These measures will bring about improvement and activate the Panchayats. In this direction, following further steps be taken:—

- (i) the machinery to take action against defaulting Sarpanch is very remote (at the State headquarter). It should be possible to take action against these functionaries at the district level, as indicated in chapter XVIII;
- (ii) high priority should be given to training of Panchas;
- (iii) it should be laid down in law that after election, every Panch must acquire qualification of literacy i. e. he should be able to read and write. This he should do within a period of one year of his election as Panch. This measure will go a long way in imparting a sense of urgency for acquiring knowledge;

- (iv) Sarpanch should be relieved of his responsibility to handle cash and maintain accounts by providing a whole-time Secretary.

### Secretarial Assistance

7.28. Adequate and efficient secretarial assistance is the *sine-qua-non* for smooth and successful functioning of Panchayats. We have considered the following different alternatives in this connection:

- (i) Introduction of the system of group Secretaries.
- (ii) Appointment of separate whole-time Secretaries.
- (iii) Making the Patwari Secretary of Gram Panchayat.
- (iv) Appointment of one Village Level Worker for two Panchayat circles and providing a Separate whole-time secretary for two Panchayats.
- (v) Making Village Level Worker Secretary to Panchayat by appointing one Village Level Worker for each Panchayat.

7.29. Panchayat is a growing institution which will have more and more activities within its purview. Already a few Panchayats are having considerable volume of administrative and development work. It is, therefore, necessary that each Panchayat has a whole-time secretary of its own. Continuous functioning of the Panchayat can be ensured only when there is a whole-time Secretary. The system of Group Secretaries will, therefore, not be appropriate.

7.30. Appointment of a separate whole-time Secretary for each Panchayat is also ruled out on account of financial difficulties. Every Panchayat cannot afford a whole-time Secretary. Due to small size also, there will not be much work in a large number of Panchayats. In desert and single-cropped areas, there will be actually very little work for a whole-time Secretary to attend

7.31. It has been suggested that Patwari can be appointed as Secretary of the Panchayat as his job is essentially secretarial. He is conversant with accounting procedure and could pick up Panchayat work after a short training. The number of Patwar circles in Rajasthan is equal to Panchayat circles more or less in all the districts except a few western districts, (*vide* appendix XV). The appointment of a patwari as Panchayat Secretary will bring about economy also. He can be given some allowance for Panchayat work.

7.32. A strong argument, however, is advanced against appointment of Patwari as Panchayat Secretary. In addition to the maintenance of

land records, he also collects land revenue. Recently he has also been empowered to collect Panchayat taxes. His hands, therefore, are full. It is stated that he will not be able to do justice to either work. This system will introduce dual control over the Patwari. It is also stated that Patwari with his dominant position may further undermine the growth of Panchayat and subvert its very character. The combination of an unscrupulous Sarpanch and a clever Patwari will make for a sure system of tyranny.

7.33. We, however, do not believe in this theory. This functionary has played a useful role. He still enjoys confidence of the people. He is not the final authority in the village today and his traditional influence and authority have been considerably reduced. Under land reforms, peasants have been conferred proprietary rights. The system of Jagudari and Zamindari has been abolished. Under the recent Government order Patwari is not required to make entries regarding the possession of fields while doing crop-inspections. All these measures have curbed the authority of the Patwari. His main function now is to keep village records and collect land revenue and maintain statistics. He has now very few regulatory functions to discharge. If Patwari is appointed as Secretary to the Panchayat, there will be no necessity to keep duplicate statistical records in Panchayats. With the Patwari as Secretary of Panchayats, all problems relating to disputes about grazing areas and co-ordination with revenue agency will be easily solved. For maintenance of record of rights, realisation of land revenue and for whatever regulatory functions, Patwari is still responsible, he may continue to be accountable to the revenue authority. Simultaneously he may function as ex-officio Secretary to the Panchayat.

7.34. The appointment of a Village Level Worker for two Panchayats and a separate Panchayat Secretary for two Panchayats suffers from the drawback that combination of two Panchayat circles in one functionary will, in most cases, create administrative problems. This measure, however, will have a distinct advantage of providing two independent functionaries at the village level each dealing with separate functions i. e. administrative and developmental.

7.35. The merits of the arrangement of appointing Village Level Workers as Panchayat Secretary are detailed below:—

- (1) Development of village is an important function of Panchayats. Village Level Worker is trained for developmental work and extension methods. Through the Village Level Worker a co-ordinated approach for development of the area will be possible.

- (2) Village Level Worker will be able to elicit better co-operation from the Panchayats and the Sarpanch.
- (3) The Panchayat will function continuously and will have an organised office. The record of the panchayat will be better maintained.
- (4) The village statistics, which are in a mess today, will be properly maintained. It will be possible to know the impact of developmental effort at the Panchayat level.
- (5) There will be a better liaison and co-ordination between the Panchayat and Panchayat Samiti through the medium of Village Level Worker. Through this measure, it will be possible to establish a strong link between these two institutions.
- (6) Limiting of the Village Level Workers jurisdiction to one Panchayat circle will make him more effective and useful. His present jurisdiction over three to four Panchayat circles is unwieldy.
- (7) Control over the Village Level Worker will become concrete and immediate and supervision will be easy. It will be possible to fix responsibility for lapses.
- (8) Agriculture production has not increased to the desired extent because it has not been possible to ensure smooth flow of supplies and services. Through this measure, it will be possible to ensure both.
- (9) Through the institutional linking of Village Level Worker with the Panchayat, a great step towards strengthening the base of extension work will be taken. The Village Level Worker will regain his lost prestige and initiative.
- (10) Through this system, it will be possible to make Panchayat development-orientated.
- (11) With the separation of judicial work, the Panchayats are feeling a sort of vacuum. Through the medium of this functionary, it may be possible to set out a new path along which the creative energy of these institutions would be channelised.

7.36. Some apprehensions have, however, been expressed about the efficacy of this arrangement. There are certain pit-falls in the system which have to be avoided :

- (i) It is likely that Village Level Worker will lose his character as an extension worker and will be reduced to an office clerk.

- (ii) Panchayats seem to be interested more in administrative functions rather than development work. This will affect the quality and output of a Village Level Worker.
- (iii) There is a danger that the Village Level Worker may get involved in local politics and group factions.

7.37. These apprehensions are largely theoretical. We may, however, take necessary safeguards to ensure that extension work does not suffer. We suggest the following safe-guards:

- (i) All Nagar Panchayats and Panchayats with an annual income of more than Rs. 5,000/- from their own resources should have a whole-time or part-time additional Secretary. In these Panchayats, administrative work will be quite heavy and the Village Level Worker will not be able to look after the same without detriment to this extension job.
- (ii) The Vikas Adhikari should maintain a constant touch with the Sarpanch and the Village Level Worker and he should ensure that Village Level Worker continues to pay his attention to extension work.

7.38. Already in 24 Panchayats Samitis, the State Government have introduced this system. We were told that this was functioning well. The area of operation of the Village Level Worker has been reduced. Panchayats are taking more and more interest in the preparation of village production plans and are becoming development orientated. We feel that this system has a great potential and should be given a fair trial.

7.39. At the village level, we should reduce the number of functionaries and move for a system which ensures economy and efficiency. More theoretical arguments should not be allowed to come in the way of implementation of policies which are more practicable and realistic.

7.40. An overwhelming majority of the respondents who sent their replies to the questionnaire and the persons whom we interviewed have expressed themselves in favour of this arrangement (*vide* Appendix VII).

7.41. The three alternatives viz., (i) Village Level Worker-cum-Panchayat Secretary (ii) Patwari-cum-Panchayat Secretary and (iii) separate whole-time Panchayat Secretary and a separate Village Level Worker for two Panchayats, have advantages of their own. The real test of each system can be the actual functioning only, under the conditions prevalent in the State. We cannot be dogmatic about any one system purely on theoretical grounds alone. We, therefore, recommend that the three alternatives

should be adopted as experimental measures in different Panchayat Samitis and the final choice of the secretarial system for Panchayats should be made on the basis of actual working of the different alternatives in different areas. Recourse to the different alternatives available is also necessary for the reason that it is not possible to switch-over to any one alternative immediately. For instance, the complete switch-over to the pattern of Village Level Worker-cum-Secretary will take at least seven years, having regard to the financial implications and training facilities available. We want to emphasise again that whatever pattern is adopted ultimately, it is essential to provide secretarial assistance to Panchayats immediately.

In the light of above considerations we suggest the following line of action—

- (i) The arrangement of Village Level Worker-cum-Panchayat Secretary introduced in 24 Panchayat Samitis should continue.
- (ii) Some Panchayat Samitis may be selected in the different zones where Patwari may be appointed as Secretary of the Panchayat.

Where work load on the Village Level Worker or Patwari is heavy due to combination of functions, the Panchayats may be provided with additional secretaries. These additional secretaries should be selected from the existing part-time or whole-time secretaries of the Panchayats who possess the following minimum qualifications viz.

- (1) education up to middle-pass ;
  - (2) three years' experience as Secretary;
  - (3) age below 45 years.
- (iii) Some Panchayat Samitis in different zones may be selected in which one whole-time Secretary may be appointed for two contiguous Panchayats and one Village Level Worker may be provided separately for these two Panchayats.
  - (iv) In case of Nagar Panchayats, separate whole-time Secretary will have to be appointed for each Panchayat. The Nagar Panchayat Secretary should be of at least Upper Division Clerk's cadre.
  - (v) In remaining areas, purely as an interim measure, one Secretary should be appointed for two Panchayats. These secretaries should also be selected out of existing persons who are working as Panchayat Secretaries-provided they possess minimum qualification enumerated in (ii) above. In case, requisite number of persons are not available from amongst existing Secretaries, fresh candidates may be recruited who are matriculates and below 25 years of age.

7.42. The effect of our recommendations would be to introduce as an experiment the three alternatives and also to provide an adequate arrangement for secretarial assistance for the transitional period. Through this arrangement, the problem of providing jobs to existing part-time or whole-time Secretaries will also be solved. The system of Village Level Worker-cum-Secretary will be an ideal solution if it stands the test of working during the experimental period. The difficulty, however, in adopting it all over the State will be the expenditure involved and the long period of switch-over due to limitations of recruitment and training. Perhaps the experience of working of three alternatives may demonstrate the advisability of adopting different alternatives in different parts of the State according to conditions prevailing there.

7.43. If as a result of the experiment suggested above, it is decided that Village Level Worker should function as Secretary in all the Panchayats, the secretaries and additional secretaries, appointed as a transitional measure, could be picked up in a phased programme for training as Village Level Workers. They should be appointed as Village Level Workers only after they have completed two years Village Level Workers training. This programme will have to be phased over a number of years. It will also be necessary to increase the number of Village Level Workers Training Centres. Those additional secretaries who are not selected for training of Village Level Workers can continue to work as additional secretaries in bigger Panchayats where administrative work is heavy.

7.44. In case the ultimate decision is in favour of making the Patwari work as Panchayat secretary or to appoint separate whole-time secretary for two Panchayats it would be necessary to specify the responsibility of the Village Level Worker in respect of Panchayats. The Village Level Worker will have to function as the development secretary of the Panchayat though he may not be so designated. In case of switch-over to Patwari-cum-Secretary, the Panchayat secretaries appointed during the interim period will be absorbed as Village Level Workers or additional secretaries.

---

tions for the Zila Parishad also so that a structure may grow in which all the three institutions are important links of the system. This should not mean any diminution in the stature of the Panchayat Samiti as an executive agency. The objective is to give a definite stature to the Zila Parishad in the executive sphere also and to make it an effective institution and forge out a new institutional relationship. In the process of making Zila Parishads more effective we have no intention to make Panchayat Samitis in any way subordinate to them. These institutions should grow in strength and status on their own. Only then they will be able to make an effective contribution towards strengthening the roots of democracy and making development a spontaneous process and a people's endeavour in real sense.

8.8. Coming to actual schemes and works entrusted or to be entrusted to the Panchayat Samitis we do not envisage any reduction or withdrawal from the Panchayat Samiti of the schemes already transferred to them. There are, however, certain institutions which for reasons of uniformity, administrative convenience and technical consideration, can function more effectively and efficiently at the District level than at the Panchayat Samiti level. Working of the transferred schemes and institutions for the last few years confirms this observation. The schemes and institutions which could not function with requisite efficiency in the Panchayat Samitis and which we now recommend to be entrusted to the Zila Parishad are:

1. Key Village Centres and Artificial Insemination Centres.
2. Veterinary Dispensaries.
3. Seed Multiplication Farms.
4. Family Planning

8.9. These institutions will be controlled by the Zila Parishad in respect of finances, provisions and staff but for the purposes of immediate supervision, Panchayat Samitis may be made responsible.

8.10. The Primary Schools have functioned well under the Panchayat Samitis. We are recommending transfer of Middle Schools also to the Zila Parishads. In view of the considerations mentioned below, we recommend that the control of the cadre of teachers in respect of selection, transfers and promotion etc. should be at the Zila Parishad level.

1. Teachers' cadre is the biggest cadre in strength in the Panchayati Raj services. It is very desirable to insulate teachers from local influences.
2. There is at present a general complaint about frequent transfers of teachers by the Panchayat Samiti even in mid-session.



3. Control of the cadre of teachers at Zila Parishad level will, on the one hand make an integrated policy of recruitment and promotion possible, and at the same time it will inspire greater confidence in the teachers.

8.11. We have in the previous chapter recommended that irrigation tanks irrigating 50 acres or less should be withdrawn from the Panchayats and made over to the Panchayat Samitis. We are confident that Panchayat Samitis with better financial and technical resources will be able to develop or maintain these tanks with efficiency. The State Government have already taken a decision to transfer all irrigation tanks costing Rs. 25 000/- or less to Panchayat Samitis. It will be possible for Panchayat Samitis to raise their resources through these tanks and make an effective contribution to develop irrigation potential of the area. Powers of taxation and financial powers of different institutions have been dealt with in Chapter XV.

#### Chief Executive Officer

8.12. Every Panchayat Samiti has a Chief Executive Officer designated as Vikas Adhikari. The Vikas Adhikari is responsible for execution of the decisions of the Panchayat Samiti through the team of extension officers. He is the head of the Panchayat Samiti staff, functions as head of the office and carries out the day-to-day administration of the Panchayat Samiti. The Vikas Adhikari functions under the administrative control of the Pradhan.

8.13. The post of Vikas Adhikari is encadred in the State Administrative Service (R.A.S.). 10 posts have been reserved for the Rajasthan Tehsildar Service Officers. As adequate number of R.A.S. Officers were not available, officers were selected from Extension Officers and other cadres to man the posts of Vikas Adhikaris as a temporary measure. I.A.S. Officers in the junior cadre are also appointed to work as Vikas Adhikaris as part of their training. There were 144 R.A.S., 27 R.T.S. and 55 non-cadre and promoted Extension Officers working as Vikas Adhikaris in different Panchayat Samitis on 31st March, 1964. The State Government have from the very beginning attached considerable importance to the post of Block Development Officer (Vikas Adhikari). It was the Government's policy from the start to post senior and experienced officers on this post. After the introduction of Panchayati Raj, a decision was taken by the Government to post only R.A.S. Officers as Vikas Adhikaris in Panchayat Samitis. 10 posts were reserved for R.T.S. officers.

## CHAPTER VIII

### PANCHAYAT SAMITI

#### Present Position and Functioning

8.1. In the present set-up of Panchayati Raj in Rajasthan, Panchayat Samiti is the pivot round which most of the activities of Panchayati Raj are centred. The Zilla Parishad, at present, is only an advisory and supervisory institution. Executive powers and functions are vested in the Panchayat Samiti. A Panchayat Samiti has been constituted for the administration of every development block. Besides the activities under the Community Development Programme, the State Government have transferred to Panchayat Samitis almost all schemes which were formerly being executed by different Departments at the block level.

8.2. The average population of a Panchayat Samiti which was 57,000 according to 1951 census has gone up to 68,500 according to the 1961 census. The population of individual Panchayat Samitis, however, varies from 40,000 to 1,25,000. We have recommended reorganisation of Panchayat Samitis with a view to making them co-terminous with one or more complete revenue Tehsils.

8.3. As Panchayat Samiti is the most important executive agency in the present set-up of Panchayati Raj, a review or an assessment of the working of Panchayati Raj since its inception will be more or less identical with the working of Panchayat Samitis. Trends and problems emerging from the working of Panchayati Raj mostly relate to the Panchayat Samitis. We have already given a review of the working of Panchayati Raj in Chapter III and do not want to repeat the same here. We, however, want to observe that apart from the different aspects of the programme and the trends and problems mentioned in the chapter dealing with the working of Panchayati Raj, Panchayat Samitis have, on the whole, functioned satisfactorily as an institution. The interviews we have had with people and the replies to our questionnaire indicate the general opinion that the Panchayat Samitis have been on the whole active and effective in their role, and that they have been endowed with sufficient resources in respect of men and material for execution of functions assigned to them. As far as institutional func-

tioning is concerned, the Panchayat Samiti has come out well in the pattern, but as indicated earlier the functioning in relation to the implementation of the development programme has not been so encouraging.

8.4. An overall assessment of the functioning of Panchayat Samitis in relation to transferred schemes of different departments is that the Panchayat Samitis have not been able to execute these schemes with the desired speed and efficiency. The reasons for the slow progress of transferred schemes are both internal i.e. those within the Panchayat Samiti and external which are beyond the powers of the Panchayat Samiti. We are devoting a separate chapter to the transferred schemes, causes of their slow progress and suggestions for improvement (*vide* Chapter XII).

8.5. Our broad impression is that the successful and smooth functioning of a Panchayat Samiti, to a very large extent, depends upon the quality of the Pradhan, the elected head of the institution and the Vikas Adhikari, the Chief Executive Officer of the Samiti. Where both these functionaries are good, sincere, and active, work in the Panchayat Samiti has proceeded very well and the institution also has functioned smoothly. On the other hand if any one of them turns out to be indifferent, apathetic or insincere, the work and functioning of the institution greatly suffers. If both these functionaries happen to be negligent about their role, the result is decidedly fatal to the programme as well as to the institution. With our personal knowledge of these institutions in the State and on the basis of information obtained by us during the course of our enquiry, we can safely conclude that about 15% of the Panchayat Samitis have done exceptionally well, another 10% have fared very badly and the remaining 75% have marched along an even keel and have functioned fairly well.

### Powers and Functions

8.6. The powers and functions of Panchayat Samiti are laid down in the schedule to the Rajasthan Panchayat Samitis & Zila Parishads Act, 1959. The schedule is quite comprehensive and includes all items for rural development and local administration. The Act provides for further delegation of powers and functions by the State to the Panchayat Samitis. As far as statutory provisions about powers and functions are concerned, we think that the existing provisions in the Act are adequate and no change is necessary.

8.7. Under the existing pattern Panchayat Samiti has grown as a strong institution as compared to the two other institutions at the next higher and lower levels *viz.*, the Zila Parishad and the Panchayat. In the pattern which we now propose to recommend we envisage executive func-

8.14. There has been considerable thinking about the cadre to which the post of Vikas Adhikari should belong. The following considerations weighed with the Government while encadring the post of Vikas Adhikari in the Rajasthan Administrative Service :—

1. The Chief Executive Officer of an institution which is responsible for the local administration and development of the block and who is empowered to handle considerable amounts of money, should be an officer of a sufficiently high status and authority.
2. It is necessary that the Panchayat Samitis get the services of an officer commanding authority for implementation of its decisions. The Panchayat Samitis are not only development agencies, but are units of administration also and, therefore, the Chief Executive Officer of Panchayat Samiti should have administrative experience and acumen.
3. An officer belonging to the State Administrative Service will be in a better position to co-ordinate the activities of the Panchayat Samiti with other departments and to secure co-operation from other agencies, particularly the revenue agency. He will also be in a better position to exercise administrative control over the staff and effect better liaison and co-ordination.
4. It is very important that the Chief Executive Officer functions without any complex and carries out faithfully and without hesitation his duties of tendering expert advice to the Panchayat Samiti in all matters of administration and development.
5. It was felt that the creation of a separate cadre for the post of Vikas Adhikari would result in the introduction of an isolated cadre in which avenues for further promotion would be extremely limited.

8.15. Officers of the State Administrative Service have been working as Block Development Officer or Vikas Adhikari for quite some time now. The arguments which have been advanced against posting of R.A.S. Officers as Vikas Adhikari are as follows:—

1. R.A.S. Officers do not have a permanent stake in the Panchayati Raj institutions. They consider their deputation to the Panchayat Samiti as a passing phase and, therefore, have a tendency of biding time. They do not put their heart in the work.
2. R.A.S. Officers have a complex about their position. They are generally unhappy about their transfer as Vikas Adhikari from magisterial or other administrative posts.

3. R.A.S. Officers do not easily adapt themselves to the changed circumstances and problems of adjustments are created.

8.16. These arguments may be based on situations obtaining in a few Panchayat Samitis. But generalisations based on stray cases often lead to wrong conclusions. We, on the basis of our enquiries and experience do not find ourselves in agreement with these observations. It will be wrong to assume that the service as a whole has not done well. Some R.A.S. Officers as also some other non-cadre and promoted Extension Officers have done exceedingly well. The job of Vikas Adhikari is not an easy assignment. Various factors account for his success or failure. Among these are the attitude of Pradhan, the political complexion of the Panchayat Samitis, the calibre of the team of extension staff and the support, guidance and sympathy he receives from superior officers. A combination of adverse factors very often can fail even the best and the devoted officer.

8.17. It is, however, a fact that in the beginning R.A.S. Officers considered their posting as Vikas Adhikari as a transitory phase, but after actual experience of postings during last 4 years and clear emphasis of the Government this feeling is now gone. The post of Vikas Adhikari is now considered part of the regular cadre as much as any other post.

8.18. There are outstanding, good, average and bad Vikas Adhikaris according to the personal qualities and aptitude of officers irrespective of the cadre to which they belong. The confidential reports received by the Study Team from the Pramukhs of Zila Parishads and the Collectors go to prove that the R.A.S. Officers in general have worked well as Vikas Adhikari and have exhibited requisite initiative and adaptability. This view is confirmed by the departmental officers also concerned with Panchayati Raj and Community Development.

8.19. As regards the opinion of persons concerned with Panchayati Raj about the cadre of Vikas Adhikaris, the Pradhans of Panchayat Samitis were nearly equally divided about the desirability of keeping R.A.S. Officers as Vikas Adhikari but majority of the Pramukhs and the Collectors thought it to be definitely better to keep R.A.S. Vikas Adhikaris.

8.20. It, of course, remains a fact that certain posts though encadred in a particular service, are considered to be unwelcome postings for many reasons, mostly relating to personal comforts and facilities. This can be true of any post and may differ from person to person or place to place. This however, does not mean that the officers once posted, will not do well.

8.21. We are, therefore, of the opinion that the policy of the Government to post R.A.S. Officers as Vikas Adhikari is basically sound. In order to provide prospects of promotion to good and efficient extension officers and those R.T.S. and non-cadre Vikas Adhikaris who have done well, certain number of posts of Vikas Adhikari may be reserved for such officers. We understand that Government have already taken decision to reserve 25% posts for Extension Officers. It is a good decision and will provide a continuous incentive to extension workers. We have devoted a separate chapter to recruitment, promotion and placement policy in the Panchayati Raj in respect of different services.

### Staffing Pattern

8.22. The greatest contribution of the Community Development programme is the uniform staffing pattern it has provided to the block. The same block pattern has been adopted for all the Panchayat Samitis. Of late there has been considerable thinking over the staffing pattern and after the emergency a drastic slashing took place in the staffing pattern in many of the States. In Rajasthan, the posts of Gram Sewikas and Mukhya Sewikas have been abolished. The posts of Sub-Deputy Inspector of Schools (Education) and Social Education Organiser have been combined and the new functionary has been designated as Education Extension Officer. The post of Industries Extension Officer has been abolished in most of the blocks. In Gujrat post of Extension Officers for Industry and Co-operation have been combined. The post of Panchayat Secretary and Patwari have also been amalgamated in Gujrat. In Maharashtra the post of Panchayat Secretary, Talati (Patwari) and Gram Sewak have been combined. A considerable anxiety has been expressed in all the quarters concerned over the growing burden of expenditure on establishment.

8.23. We have given considerable thought to this problem. We do realise that for each unit of development there should be minimum staff and on that account there should be uniformity. We are, however, against the rigidity of the uniform staffing pattern of the type provided now. The staff should be according to the need and scope of work in the area. In the desert areas where there is hardly any scope for agricultural development, there is no need for the full contingent of staff. In some of the desert Panchayat Samitis there is not sufficient work for a separate whole-time Vikas Adhikari. Even the Tehsildar there has hardly full time work. In such cases even the posts of Vikas Adhikari and Tehsildar could be combined. In Districts like Jaisalmer and Barmer there could be complete integration of revenue and block staff.

8.24. For the purpose of staffing pattern we would recommend that Panchayat Samitis may be divided into three categories A B & C on the basis of the following criteria viz :

- (1) Area and population.
- (2) Potentialities of agricultural, irrigation and power development.
- (3) Nature and scope of other development activities.

On the above principle we have grouped Panchayat Samitis in the three categories as indicated in the Appendix XXII. The staffing pattern for each category is shown in Appendix XXIII. Rationalisation is necessary particularly in the extension staff. The Extension Officers should be posted on the basis of requirements of the area. We are confident that rationalisation on the above lines will conduce to both efficiency and economy.

8.25. Strength of the office-staff should also depend upon the volume of work. One specific suggestion in respect of staff is about the accountant. At present the Panchayat Samitis do not have an accountant and only the accounts clerk carries on the work. Accounting aspect in the Panchayat Samitis should be given due importance and we, therefore, recommend that all Panchayat Samitis whose annual receipts exceeds Rs. 5 lacs should be provided with an accountant besides the accounts clerk.

#### Line of control

8.26. Pradhan is the elected head of the Panchayat Samiti. He is the head of the institution and is answerable to it in respect of all matters falling in its sphere. It is, therefore, natural that he should have control over the Chief Executive Officer of the Panchayat Samiti. The institution of Panchayat Samiti in its day to day functioning works through the Pradhan. The Chief Executive Officer of the Panchayat Samiti is responsible for implementation of the decisions of the Panchayat Samiti. The Chief Executive Officer or Vikas Adhikari as he is called, should, therefore, work under the administrative control of the Pradhan.

8.27. The Vikas Adhikari is a member of the State Service and is on deputation to the Panchayat Samiti. Powers of disciplinary control over the Vikas Adhikari, therefore, vest in the State Government. This, however, does not mean that the Panchayat Samiti or the Pradhan should be helpless to take any action against the Vikas Adhikari. At the instance of the Pradhan or the Panchayat Samiti, the Chief Executive Officer should be empowered to hold a preliminary enquiry. Following procedure should be laid down in Act or Rules in this connection:

- (1) The Chief Executive Officer of the Zila Parishad shall, on receipt of specific complaint from the Panchayat Samiti or Pradhan

against a Vikas Adhikari, institute a preliminary enquiry into the matter and intimate the result to the Panchayat Samiti through the Pradhan.

- (2) In case a *prima facie* case is made out, regular enquiry shall be instituted by the Government and results communicated to the Panchayat Samiti.

8.28. The annual confidential report of the Vikas Adhikari at present is written by the Collector. The Pradhan sends a report of the work of Vikas Adhikari during the year to the Collector which is enclosed with and forms a part of the confidential record. This system has been devised to give a say to the Pradhan in the assessment of the work of Vikas Adhikari, but at the same time avoid the requirement of filling in the detailed form of the confidential report, which requires minute assessment about different aspects of administrative capabilities of the officer. There can be no doubt about the principle that the Pradhan as the head of the Panchayat Samiti must have an opportunity of commenting upon the work of Vikas Adhikari. The present provisions about the annual report of Vikas Adhikari by the Pradhan ensures this opportunity. The present system should, therefore, continue. But, instead of the Collector, the report of Vikas Adhikari should be initiated by the Chief Executive Officer of the Zila Parishad and sent to the Government.

8.29. The Chief Executive Officer of the Zila Parishad or the Vikas Adhikari has to secure co-ordinated work from his team of extension staff. He can successfully implement the decisions of the Panchayat Samiti and can do effective work for the development of the area only if he has complete control over the extension and the Panchayat Samiti staff. Discipline and efficiency of the staff in the Panchayat Samiti will be directly proportional to the effectiveness of the control of the Vikas Adhikari over them. The position in this respect at present is not satisfactory and has compromised the position of the Vikas Adhikari in the matter of discipline and administration. In order to achieve the desired results, it is necessary to ensure unity of command. Dyarchy in matters of discipline invariably blurs the line of control and has an adverse effect on efficiency. We would, therefore, recommend that the Vikas Adhikari should have complete control over the team of Extension Officers and the Panchayat Samiti staff. The line of control should be that the Pradhan will exercise administrative control over the Vikas Adhikari and the Vikas Adhikari will exercise administrative and disciplinary control (to the prescribed extent) over the Extension Officers and the staff.

8.30. Disciplinary control of the Vikas Adhikari over the extension workers and the Panchayat Samiti staff should be concrete and effective.



At present it is not so; we have dealt with disciplinary control of services in chapter XVII. The line of disciplinary control which we recommend is illustrated in Appendix XI.

### **Meetings of the Panchayat Samiti**

8.31. At present the meetings of the Panchayat Samiti are generally held every month on a prescribed date. The average duration of meeting of Panchayat Samiti was found to be 3½ hours in a study by the State Directorate of Evaluation. The Panchayat Samitis at present have a membership of 35 to 50. This membership will further increase in the new Panchayat Samitis as a result of our recommendations for elected members. It is obvious that specific business cannot be transacted at such big meetings and mostly general nature of business and discussions are carried out. In fact the Panchayat Samiti functions through its Standing Committees which impart the character of continuous functioning to the institution. When the meeting of the Panchayat Samiti is held every month for a day for about 3 to 4 hours most of the time is lost in formalities and discussions and the items on the agenda for policy decision after deliberations are generally rushed through at the close of the meeting. We are of the view that frequent meetings of the Panchayat Samiti are not necessary but when a meeting is held, it should have serious deliberations. We, therefore, recommend that the meetings of the Panchayat Samiti may be held once in three months continuously for at least two days. First day of the meeting should be devoted to the review of previous meeting, progress of implementation of decisions and eliciting of information by members; the second day should be devoted to deliberations and decisions. For disposal of urgent and important matters, a special meeting of the Panchayat Samiti can be called.

---

## CHAPTER IX

### ZILA PARISHAD

9.1. The Zila Parishad is the highest tier of Panchayati Raj. The powers and functions of the Zila Parishad have been given in section 57 of the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959. The principal role of the Zila Parishad is to co-ordinate the activities of Panchayats and Panchayat Samitis and exercise general supervision over the functioning of the Panchayat Samitis in the district. It has also been charged with the responsibility of advising the State Government on matter concerning the activities of Panchayats and Panchayat Samitis and on the implementation within the district of the various schemes under the Five Year Plan. It is expected to watch the agricultural and other production programmes, construction programmes, employment and other targets laid down for the district; ensure their proper implementation and undertake a review at least twice a year, of the progress of such programmes and targets. Under the existing provisions Zila Parishads do not have any executive functions. The role assigned to Zila Parishads is by no means unimportant and, if effectively exercised, can make the Zila Parishad an instrument of change and healthy influence in the frame-work of Panchayati Raj institutions.

9.2. From the information received through the questionnaire and the interviews we have held and our visits to the districts, our general impression about the functioning of Zila Parishad is that it has not been able to fulfil the role assigned to it for variety of reasons. There are a few Zila Parishads which made a serious effort to discharge their role and have been able to secure harmonious working in the Panchayat Samitis by their advice and guidance. Our broad conclusion, however, is that in the present form Zila Parishad as an institution has not made any impact on the development programme. If this institution has to serve any useful purpose in the scheme of Panchayati Raj, it has to be made active and effective.

9.3. Working of the Zila Parishad can be studied from two aspects *viz.* (i) from the point of view of Zila Parishad; and (ii) from the point of view of the Panchayat Samiti. It has been argued on behalf of the Zila Parishads that they have not been effective because they have no power

to enforce advice and supervision. It has been stated that role of co-ordination cannot be exercised unless backed by effective authority. The Zila Parishads have, by and large, depended on the goodwill of the Panchayat Samitis or at best the personal influence of the Pramukhs. The Zila Parishads could not exercise power of supervision effectively because they had no adequate machinery for the purpose. From the point of view of the Panchayat Samitis it has been stated that Zila Parishads had not been able to extend any useful guidance and supervision.

9.4. As regards the functions of advising the State Government on matters relating to implementation of the Five Year Plans in the district, it may be stated that the role is not very precise and undoubtedly difficult. The Zila Parishads have in their own way tried to communicate the position of the district to the State headquarters. But, for reasons of fluctuating position of State plan ceilings and rigidity in the pattern of schemes, perhaps advice tendered by the Zila Parishads has had no discernible impact on the States' planning process. The role of Zila Parishad in this respect cannot be expected to be accomplished fully over a short period. It has to grow with the growth in the stature of Zila Parishads. In fact the role of Zila Parishads here will follow their effective role in other spheres. It was stated that the State Government do not attach due importance to the advice and recommendation of the Zila Parishads even on small matters which has a very disheartening effect on the prestige of the institution.

9.5. Zila Parishads receive budgets of the Panchayat Samitis and are empowered to suggest modifications which the Panchayat Samitis would consider. The scrutiny of budget of Panchayat Samitis is made by the District Development Officer. The budget is then discussed in the Zila Parishad. Due to certain limitations the entire process of scrutiny has not been of much value. Following general observations in respect of this function of Zila Parishad would be relevant:—

1. Budgets are not submitted in time. They are also not returned in time due to their initial late submission; delay in examination by the District Development Officer and delay in consideration of the Zila Parishad.
2. Zila Parishads do not have powers to make any change; they can only make suggestion which a Panchayat Samiti is not bound to accept.
3. Budget indications are generally not received in time and sometimes indications given are not honoured.

4. Panchayat Samitis at present do not have any sizeable income of their own in which they can have discretion of budgeting. The funds received from the Government are more or less earmarked and there is little scope for any discretion.

9.6. The picture of the functioning of Zila Parishads in different spheres of activities is thus, not encouraging. The office bearers of the Zila Parishad generally feel unhappy and handicapped. The difficulties which have been expressed in connection with the effective functioning of Zila Parishad are as follows:—

1. Zila Parishad does not have powers and authority to enforce its advice and supervision.
2. Zila Parishad does not have adequate control over the District Level Officers. The District Level Officers have, therefore, not proved to be effectively helpful to Zila Parishad in the discharge of its functions. By and large District Level Officers have not submitted the prescribed reports to Zila Parishads.
3. The Zila Parishad does not have its own resources.

#### Functions and powers of Zila Parishad

9.7. From the study of the working of the Zila Parishads as they are constituted at present, our broad conclusion is that the Zila Parishads cannot be made effective with their present status and powers and functions and that some executive functions will have to be given to enthuse and vitalise these institutions. An institution which has to depend on the benevolence and goodwill of others cannot command position and prestige. In their replies to the questionnaire of the Study Team most of the respondents have opined that the Zila Parishad should be given certain executive functions.

9.8. We are of the considered opinion, therefore, that a significant change is necessary in the functions and powers of the Zila Parishad in order to activate and vitalise them. They should be allotted certain original executive functions. While recommending changes in the functions and powers of Zila Parishad we have been guided by the present working of Zila Parishads, opinion of the functionaries, certain objectives considerations and by the examples furnished by the functioning of these institutions in the States of Andhra Pradesh, Maharashtra and Gujrat.

9.9. It is widely recognised that district is an important unit of planning. It is good and necessary that Panchayati Raj institutions at lower levels viz. Panchayat Samiti and Panchayats have an oppor-

tuity of looking at the local problems from their own stand-point, but their capacity and resources are essentially limited. There are problems which can be tackled more effectively and efficiently at the district level. Similarly there are services which can be rendered from the District Level in a better way than at the levels down below. We cannot afford to be dogmatic about things in respect of distribution of functions between these institutions. The considerations of efficiency and uniformity on the one hand and growth of local initiative and enterprise on the other should be our guiding factors.

9.10. There are certain functions which can be transferred to the Zila Parishad from the State sector as a logical sequence of the process of decentralisation and gradual development of these institutions. There are certain other functions and activities which are presently entrusted to the Panchayat Samitis but in respect of which there is a feeling that the Panchayat Samitis could not carry them out, as efficiently and effectively as was desired and that a better performance is expected at the Zila Parishad level.

9.11. We, therefore, feel that the schemes and works which can be entrusted to the Zila Parishad should come from the State sector primarily. From Panchayat Samitis only those schemes should be withdrawn which would be implemented more efficiently at the Zila Parishad level or which have district-wide significance. We append a list of such schemes in Annexure 'A' to this Chapter. While deciding the schemes to be entrusted to the Zila Parishad we have been guided by the following considerations:—

- (i) The necessity of gradual widening of the Panchayati Raj sector.
- (ii) The need to make the role of Zila Parishad more effective and purposeful.
- (iii) Implementation of the transferred schemes.
- (iv) Proper and effective technical guidance and supervision and efficient execution of schemes.
- (v) The necessity of linking up the institutions from top to bottom and ensuring a well defined and integrated relationship and line of policy communication.

9.12. We have in this connection studied carefully the set-up of Zila Parishads in other States particularly, Maharashtra, Gujrat, Mysore, Andhra Pradesh and Uttar Pradesh. We may clearly mention here that we do not want to create an all powerful body at the district level which may ultimately retard the growth of institutions at lower level. We hold

the view that Panchayat Samiti should continue to remain an important and effective unit of decentralisation for reasons of growth of local initiative and enterprise and development of local autonomy.

9.13. The Panchayat Samiti will exercise local supervision in respect of the schemes under the control of Zila Parishad. That is to say the management and supervision of schemes should be given to Panchayat Samiti wherever possible.

9.14. In the sphere of education, we have recommended in the last Chapter, transfer of Middle Schools also to the Panchayati Raj sector. The administration of Middle Schools should be with the Zila Parishad. For reasons indicated in the last chapter we recommend that the control of the cadre of teachers should be at the district level.

9.15. Most of the seed-multiplication farms handed-over to Panchayat Samiti, by the Agriculture Department were not fully developed and were at initial stages of development. They did not have even the essential pre-requisites viz. tractor, irrigation-well etc. With their transfer to Zila Parishad it will be easier to cope with these difficulties and ensure better technical control and supervision. Besides, seed-multiplication farms are meant for the benefit of bigger area extending over two or more Panchayat Samitis and in some cases the entire district. It would, therefore, be more appropriate to transfer the seed-multiplication farms to Zila Parishad.

#### Supply Service

9.16. We have recommended that Zila Parishad should be responsible for organising the facilities of supply of seeds, fertilizers, improved implements, improved breed of cattle and poultry and also for organising repair service for the agricultural implements. We want to emphasise the importance of an efficient supply service at the district level. The aim of the supply service should be to ensure that the agriculturists get right kind of seeds fertilizers and implements in time. It is immaterial to them as to what is the machinery for the supply arrangements. What is important is a definite and unfailing system. The Zila Parishad can prove to be useful and effective in this matter. It will, of course, be for the Government to provide requisite facilities and finances to the Zila Parishad for this purpose.

9.17 It may be mentioned here that entrusting this function to the Zila Parishad will not in the least diminish the responsibility of the Panchayat Samitis to arrange distribution of seeds and fertilisers in the villages. It will remain the responsibility of the Panchayat Samiti to assess the

requirements, procure the supplies from time to time and arrange distribution in villages through the agency of co-operative societies or Panchayats.

**9.18.** An efficient repair service is equally important. The workshop at the Zila Parishad should be in a position to undertake repairs and servicing of the Panchayat Samiti vehicles, pumping sets, tractors etc. At present a lot of difficulty is being experienced in this connection, specially in smaller districts. Vehicles of the Panchayat Samiti have to be sent to distant cities for repairs and servicing, resulting in much loss of time and money. The position is still more difficult for agriculturists. In many cases the agriculturist would not like to go in for a tractor because there are no repair and servicing facilities available.

**9.19.** Separate vehicles will have to be allotted to the Zila Parishad for use of the Pramukh, the Chief Executive Officer and District Level Officers.

### District Plans : Formation and Review

**9.20.** As has been previously indicated, the district is an important unit of planning both from the point of view of administration as well as economic resources. Planning at the district level has to be viewed in two different aspects *viz.*, (i) as part of the State plan; and (2) as a process of integration of local plans based on local requirements and resources. Both these aspects are essentially complementary. The Zila Parishads will play an important role in the process of planning at the district level in the following manner:—

1. Advice of the Zila Parishad based on local conditions, requirements and resources should carry weight in determining the break-up of the State plan.
2. The principles and priorities in the sphere of planning will be made applicable to the Panchayati Raj institutions through the Zila Parishad.
3. The integration of local plans will have to be undertaken at the Zila Parishad level as a part of the continuous planning process. The two aspects of planning i.e. one from the State level and the other from the local levels will merge at the Zila Parishad.

**9.21.** Zila Parishads at present are entrusted with the responsibility of formulation and review of plans. But, as observed in the foregoing paragraphs, they have not been very effective in this role. With entrusting of executive and original functions to the Zila Parishad and with stream-

lining of the administrative organisation of the Zila Parishad, it is expected that the Zila Parishad will be able to play a meaningful and effective role in the sphere of formulation and review of plans.

### Advice and Guidance

9.22. We envisage that each institution of Panchayati Raj viz., Zila Parishad, Panchayat Samiti and Panchayat should enjoy a certain measure of autonomy and discretion in respect of local matters in the prescribed spheres. There will be certain other spheres in which an integrated uniform approach of planning and execution is necessary and in these spheres these institutions should receive advice and guidance from higher levels and should limit their discretion to that extent. All the institutions should work as parts of an integrated set-up. It has to be seen that local initiative and discretion is not marred. At the same time it should be ensured that broad principles of planning and priorities are observed and the objective of an integrated and uniform approach in local development is kept in view. The Zila Parishad will have to play an important role in securing a balance between these two objectives. This can be achieved through a system of continuous advice and guidance.

9.23. The advice and guidance from the Zila Parishad will be extended to the institutions at lower level through the agency of its official and non-official functionaries viz., the Pramukh, the Chief Executive Officer and District Level Officers and the Finance Officer. We do not think it necessary to make the advice of Zila Parishad statutorily binding on the Panchayat Samitis. Healthy conventions should be allowed to develop in respect of advice and guidance. The new role of the Zila Parishad, we are sure, will be conducive to development of healthy traditions in which the advice tendered by the Zila Parishad will be welcome by Panchayat Samitis. In some spheres like observation of plan priorities and schemes affecting weaker sections, the advice given by the Zila Parishad should be binding. This should be secured through laying down definite terms and conditions in the schemes.

### The Administrative Set-up

9.24. The successful functioning of an institution depends in a large measure on the adequacy and efficiency of its administrative machinery. Till recently an officer from the Rajasthan Tehsildar Service used to be the Secretary of Zila Parishad. Recently the Government have appointed the Deputy District Development Officer (from the Rajasthan Administrative Service) to work as ex-officio Secretary of the Zila Parishad. This officer functions as Deputy District Development Officer and is also responsible



to the Collector and District Development Officer. The dual control over this officer, which is of an immediate nature, has not worked well.

9.25. The Zila Parishad at present has no administrative control over the District Level Officers. This too has been a subject of adverse comment by these bodies. It has been stated that the District Level Officers are linked with the Zila Parishad in a very vague and loose form of relationship and that, therefore, the contribution of District Level Officers in respect of guidance and supervision of activities relating to their sphere could not be significantly helpful.

9.26. In the new picture which we have drawn for the Zila Parishad, this institution will have certain original executive functions, besides its role of advice and guidance. We feel that the Zila Parishad should have a senior officer of sufficient authority and status and that it should have a definite control over the District Level Officers concerned with the activities transferred to the Panchayati Raj sector.

#### Chief Executive Officer

9.27. The Chief Executive Officer of the Zila Parishad will be its most important official functionary. On the one hand he should be able to command confidence of the Pramukh and members of the Zila Parishad by his objective advice and efficient discharge of duties. On the other hand he should be able to secure efficient execution of the decisions of the Zila Parishad through his team of officers and the staff. Smooth and successful working of the Zila Parishad will to a considerable extent depend on the administrative and executive ability of the Chief Executive Officer. He should be of a sufficiently high calibre and status to be able to advise the elected representatives without any reservations, fear or favour as also to secure due obedience and co-ordination from the District Level Officers and Vikas Adhikaris.

9.28. Of the different alternatives suggested, two alternatives viz., (1) making the Collector, Chief Executive Officer of the Zila Parishad, and (2) appointing a separate whole-time senior officer on the post, have claimed our serious and careful consideration. There are definite and distinct advantages in making the Collector, Chief Executive Officer of the Zila Parishad. The Collector can make use of his status and position in securing co-ordination in the working of different departments. He can also prove effective in securing co-ordination from the revenue and police agencies in the working of Panchayati Raj institutions. As head of the District Administration, the Collector can prove more effective and

useful to the Zila Parishad. But these arguments in favour of this alternative are far outweighed by the following considerations:—

- (i) The Collector is extremely busy in the revenue, criminal and general administration of the district and will not be able to devote due time and attention to his duties as Chief Executive Officer of the Zila Parishad.
- (ii) Besides the multiplicity of functions which the Collector has to look after as representative of the Government in the district, he is required to exercise certain regulatory, controlling and coercive powers. His association with the Zila Parishad as its principal functionary is, therefore, likely to create embarrassing situations which may handicap his functioning in either capacity.
- (iii) It will be better to keep the Collector as an impartial observer in the district on behalf of the Government rather than involve him in the executive functions of the Zila Parishad (especially when he is already overburdened with numerous functions and duties. The Collector can be entrusted with certain supervisory and regulatory functions in relation to Panchayati Raj Institutions.
- (iv) Given the right type of attitude and directions from the State Government the Collector can prove more helpful to the Zila Parishad from outside than as Chief Executive Officer.
- (v) In the present context when problems of general administration viz., civil supplies, emergency, scarcity, high prices etc. are to be dealt with high priority, Collector's energies will have to be devoted primarily to these problems.

9.29. Weighing all these considerations we feel that it would be inappropriate to make the Collector, Chief Executive Officer of the Zila Parishad. We are of the view that the best course would be to appoint a separate whole-time officer as Chief Executive Officer of the Zila Parishad.

9.30. The Chief Executive Officer will have to be a senior officer with sufficient experience of administration and development work. He should be neither too young, nor too old. At present Vikas Adhikaris of Panchayat Samitis in the State are drawn from the R.A.S. (Rajasthan Administrative Service). We recommend that Chief Executive Officers of the Zila Parishad should be appointed from the senior or selection scale of the Rajasthan Administrative Service. Officers drawn from Indian Administrative Service could also be appointed as Chief Executive Officers of the Zila Parishad.

9.31. Even after transfer of development activities to the Panchayati Raj sector at the Zila Parishad or Panchayat Samiti level, there will be a number of activities which will remain outside the purview of Panchayati Raj. Some of the District Level Officers will also continue to function outside the Zila Parishad. The Collector, in view of his position in the District, will prove to be an effective link between the Zila Parishad and other departments and institutions at the district level. It will be his responsibility to see that the State and National priorities are being adhered to. He will also be instrumental in ensuring requisite co-operation to Panchayati Raj bodies from the revenue, forest and police departments.

#### District Level Officers

9.32. At present the District Level Officers of different departments function as independent Heads of Offices at the district level. The Zila Parishad does not have any administrative control over them. They attend the meetings of the Zila Parishad and Panchayat Samitis and carry out their functions of technical guidance and supervision. Certain executive instructions have been issued by the Government and the Heads of the Departments to associate the District Level Officers with Panchayat Raj institutions in a more definite manner. They have to send their tour programmes to the Collector (District Development Officer). The District Development Officer makes assessment of the work of District Level Officers at the time of writing annual confidential report. The District Level Officers have to submit periodical statements and returns to the Zila Parishad and District Development Officer about progress of development programme in their spheres. The over-all impression, however, is that the District Level Officers have not functioned effectively after introduction of Panchayati Raj and that they have not been able to render useful guidance and assistance in the execution of schemes.

9.33. We have envisaged a fairly good range of activities to be carried out under the Zila Parishad in the new set-up. We, therefore, feel that it will be necessary to place all those District Level Officers under the Zila Parishad whose activities are transferred to the Zila Parishad. We recommend, therefore, that the following District Level Officers should function under the Zila Parishad:—

1. District Agriculture Officer.
2. District Animal Husbandry Officer.
3. Dy. Inspector of Schools.
4. District Social Welfare Officer.
5. Executive Engineer/Assistant Engineer.

9.34. Nearly all of the activities in the sphere of agriculture and animal husbandry will now be in the Panchayati Raj sector. The District Agriculture Officer and District Animal Husbandry Officer, therefore, with their staff should work under the Zila Parishad. There may be appointed Additional District Agriculture Officer and District Animal Husbandry Officer in certain districts if the volume of extension work so warrants. There are Additional District Agriculture Officers in some of the districts already.

9.35. Primary Schools and Middle Schools will be in Panchayati Raj sector. The Dy. Inspector of Schools, therefore, should work under the Zila Parishad. In order to look after girls education and the women's programme there should be a Dy. Inspectress of Schools in each Zila Parishad. In smaller districts, this post may be held by a senior Lady Education Extension Officer.

9.36. As all activities of the Social Welfare Department at district level have been recommended to be entrusted to the Zila Parishad, the District Social Welfare Officer should naturally be transferred to Zila Parishad.

9.37. There is already one Assistant Engineer at the district level incharge of construction works in the Panchayati Raj institutions. He should be placed under the Zila Parishad. In bigger districts where work load warrants, an Executive Engineer can be appointed.

#### Finance and Accounts Officer

9.38. The Zila Parishad in its new role will have considerable resources. It is very necessary that the financial aspect of the administration in Panchayati Raj is given due importance and the accounts of income and expenditure are properly and completely maintained. At present, it is a frequent complaint that the accounts of Panchayati Raj institutions have not been well maintained. Besides maintenance of proper accounts, the other and perhaps, more important aspects in financial administration relate to close watch on resources position, assessment of resources, vigilance about recovery of loans, advances and dues and organisation of an efficient system of internal check. Having regard to the volume of administrative and executive work which the Chief Executive Officer of the Zila Parishad will have to shoulder, and the nature of his training and experience, we are of the view that it will not be possible for him to look after the finance and accounting aspects efficiently. We, therefore, recommend that a separate whole-time officer from the Rajasthan Accounts Service or Junior Accounts Service should be appointed as the Finance and Accounts Officer of the

Zila Parishad. His duties will include the preparation of budget of Zila Parishad, helping the Chief Executive Officer in scrutiny of budgets of Panchayat Samitis, maintenance of accounts of income and expenditure, watching the resources position of Zila Parishad, inspection of the accounts of Panchayat Samitis and Panchayats and organisation of an efficient internal check system for the Panchayati Raj institutions. He would also be responsible for reconciliation of accounts and dealing with inspections and audit reports. He would function as District Level Officer in respect of accountant and accounts clerks in Panchayat Samitis and Zila Parishads. In smaller districts one officer can be appointed for two Zila Parishads.

### Office Establishment

9.39. The Zila Parishads at present have a small office establishment. With enlarged scope of functions of the Zila Parishads and with placing of District Level Officers under the Zila Parishad, the office establishment of the Zila Parishad will considerably increase. The staff of the District Level Officers will be transferred to the Panchayati Raj cadre. The offices of the District Level Officers will be component units of the Zila Parishad which will function under the over-all control of the Chief Executive Officer. For the purpose of staffing pattern in Zila Parishads, the various districts have been categorised as in Appendix XXIV. The proposed staffing pattern is given at Appendix XXV.

9.40. In order to look after the office routine and the matters of office establishment, there should be an Administrative Officer in each Zila Parishad who may be an officer of the Rajasthan Tehsildar Service cadre.

### Line of Control

9.41. The Chief Executive Officer of the Zila Parishad will be in over-all charge of the administrative and executive functions of the Zila Parishad. He will naturally be answerable to the Zila Parishad for maintaining efficient administration and for speedy and efficient execution of the decisions of Zila Parishad. He will be responsible for successful implementation of the development programme. It is necessary that the Head of the Institution has control over its Chief Executive Officer. Therefore, the Chief Executive Officer of the Zila Parishad should work under the administrative control of the Pramukh of the Zila Parishad. For the reasons discussed in case of Vikas Adhikari (Chapter VIII), the Annual Confidential Report of the Chief Executive Officer will be written by the Pramukh, Zila Parishad.

9.42. As discussed in the preceding Chapter, it is necessary to vest effective powers in the Chief Executive Officer in order to maintain discipline amongst the staff and to secure work from them. The Chief Executive Officer of the Zila Parishad, therefore, should have administrative control over the staff of the Zila Parishad and the District Level Officers. He should have complete disciplinary powers in respect of staff of the Zila Parishad. A statement of disciplinary powers and appeals etc., is given at Appendix XL.

9.43. The Annual Confidential Reports of the staff should be initiated by the immediate officer under whom the officials are working and should be submitted to the Chief Executive Officer who will add his comments (*Vide* Appendix XL).

#### Meetings of the Zila Parishad

9.44. Meetings of the Zila Parishad should be held once in three months for a continuous period of at least three days. It is better to have the meetings once in three months for continuous period of 3 days rather than hold monthly meetings for a day. The arrangements of 3 days meetings will help deliberations and decisions. The continuity in functioning will be provided by the Committees of the Parishad which can meet at shorter intervals.

---

## ANNEXURE 'A'

Schemes and Works which should be entrusted to Zila Parishad.

*I. Agriculture.*

1. Seed Multiplication Farms.
2. Ensuring supply of agricultural implements.
3. Workshop for repairs and service facilities.
4. Co-ordination of the programme of digging and maintenance of wells.
5. Ensuring supply of improved seed, fertilizers and insecticides.

*II. Animal Husbandry.*

1. Veterinary Dispensaries.
2. Key Village and Artificial Insemination Centres.
3. Ensuring supply of improved breed of cattle and poultry.
4. District Bull Rearing Farm.
5. District Poultry Farm.

*III. Medical & Health.*

1. Primary Health Centres.
2. Maternity and Child Welfare.
3. Family Planning.
4. Ayurvedic Dispensaries.
5. Planning and co-ordination of drinking water supply schemes.

*IV. Education Department.*

1. Control of the teachers cadre in Primary and Middle Schools.
2. Administration of Middle Schools.
3. Sanction of scholarships.
4. District Level Competitions.

*V. Public Works (Irrigation).*

1. New works costing more than Rs. 25,000/- but less than Rs. 1,00,000/-
2. Old works up to the cost of Rs. 1,00,000/-

*VI. Public Works (B. & R.).*

1. Roads other than State Highways and major District Roads.

2. Buildings of the institutions under Panchayati Raj.

*VII. Social Services*

- 1 All activities of Social Welfare Department at the district level.
- 2 Scholarships to Scheduled Castes and Scheduled Tribes in Primary and Middle Schools.
3. Welfare of weaker sections.

N. B.—The Government may, from time to time, modify this list by addition or withdrawal of items.



## CHAPTER X

### COMMITTEES

**10.1.** Functioning through committees is a well-recognised principle in local government institutions. The large representative bodies cannot function effectively except through committees. The general body lays down the broad policy, and principles and the implementation of policy is left to the committees. The committees function in respect of different subjects within the sphere of authority delegated to them. They provide continuity in the functioning of the institutions and facilitate smooth and efficient work on the basis of division of work. Active participation of members is also secured through the committees. That is why, local government in the United Kingdom has been described as 'Government by and through committees'. "It is in the Committees that policy is really made, it is in the committees also that supervision of its execution is really effected."\*

#### Functioning of Standing Committees and Sub-Committees

**10.2.** At present there are statutory committees only in the Panchayat Samiti. There are no provisions for statutory committees in the Panchayat and Zila Parishad. Provisions, however, exist that a Zila Parishad may constitute sub-committees and in practice most of the Zila Parishads have constituted sub-committees on different subjects. Though there are no provisions in the law for constitution of committees in the Panchayats, the State Government have issued administrative instructions for the formation of committees by Panchayats also. Committees on production and education have been constituted in several Panchayats. Some of the Panchayats have constituted Nirman Committees also for supervision of construction works.

**10.3.** The Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 provides that every Panchayat Samiti must have at least three Standing Committees for (i) Production (ii) Social Services and (iii) Administration and Finance. The Panchayat Samiti may constitute one or more Standing Committees for other subjects. There is no maximum limit prescribed for the Standing Committees which can be constituted in a Panchayat Samiti.

---

\* Laski, Jenning, and Robson: *A Century of Municipal Progress*, P. 82.

10.4. The Zila Parishad at present does not have any original and executive functions. It is only supervisory and advisory body and is responsible for co-ordination of the activities of the Panchayat Samitis in the district. Perhaps on account of this advisory and supervisory character of the Zila Parishad, the sub-committees of Zila Parishad, by and large, have not been functioning effectively.

10.5. The Standing Committees of the Panchayat Samiti have grown in importance because most of the business of the Panchayat Samiti is transacted through the Standing Committees. These Committees have on the whole worked satisfactorily though their performance has varied widely in different Panchayat Samitis. The broad conclusions about the constitution and functioning of Standing Committees of Panchayat Samitis are summarised below :

1. The Standing Committees have generally functioned satisfactorily and according to the prescribed rules and procedure. Some instances were, however, noticed in which the decisions of the Committees were actuated by favouritism and political considerations.
2. The decisions are taken by the Standing Committees independently after taking into consideration the reports and advice of the Vikas Adhikari and the concerned Extension Officer.
3. The Standing Committees have functioned within the scope of authority delegated to them by the Panchayat Samiti and no tendency has been noticed on the part of the Standing Committees to transgress the delegated authority.
4. A common observation is that some of the Standing Committees have not functioned continuously and regularly for want of quorum. Meetings have to be adjourned for want of quorum.
5. Some Committees have been more attractive in terms of powers and utility and have, therefore, been more regular. The Committee for Finance and Administration has generally assumed greater importance.
6. In some Panchayat Samitis the number of Standing Committees is so large that most of them do not have any worthwhile business. As there is no maximum limit prescribed for the number of Standing Committees to be constituted, a tendency has been noticeable for constituting a large number of committees to accommodate as many members of the Panchayat Samiti as possible.

7. The minority group in the Panchayat Samiti generally does not get representation on the Standing Committees, and has been often neglected in distribution of benefits.

### Committees of Panchayat

10.6. We have already indicated the importance of committees in the functioning of institutions. The Panchayat is the basic institution of Panchayati Raj and is nearest to the people. Maximum possible number of persons should be associated with its functioning, so that more and more persons, and through them the people, get interested in the working of Panchayats.

10.7. We, therefore, recommend that there should be statutory provision for constitution of committees at the Panchayat level. This we believe, will be a good device for activating the Panchas and for ensuring greater participation of people in the functioning of Panchayat.

10.8. The size of Panchayat is not unwieldy and a Panchayat being the local institution can meet more frequently. The objective of constitution of committees of Panchayat is, therefore, to widen the scope by association of more people unlike the committees of Panchayat Samiti or Zila Parishad where the objective is to constitute smaller bodies for convenient and continuous working.

10.9. The Gram Panchayat and Nagar Panchayat should have powers to constitute both *ad-hoc* and regular committees, *ad hoc* committees may be constituted by a Panchayat consisting of both Panchas and persons from the village for some specific work or purpose, and such committees would stand terminated as soon as the purpose is accomplished or work is completed. Regular committees of the Panchayat should be constituted for the term of the Panchayat; but the committees should be reconstituted after 2 years in order to ensure rotation of persons on the committees.

10.10. The statute should provide for compulsory constitution of three committees by every Panchayat *viz.*

1. Committee on Production and Resources.
2. Committees on Education and Social Education.
3. Committee on Social Amenities and Welfare of Weaker Sections.

The Nagar Panchayat shall constitute a separate committee to deal with finance, taxation and resources. In case of Nagar Panchayat the Committee on Production will deal exclusively with production programmes. Thus the minimum number of committees to be constituted will be three in a Gram Panchayat and four in a Nagar Panchayat. A Gram Panchayat

or Nagar Panchayat may constitute one more committee where the volume of work warrants it, and allot to it any subject.

10.11. The role of committees of Panchayat will be advisory only. All policy decisions, sanction of loans and grants, decisions about disposal of Panchayat property and decisions about sale of abadi land should be taken by the parent body.

10.12. Membership of each committee of the Panchayat should consist of 5 persons of whom three members should be from amongst the Panchas and two members from outside the Panchayat from amongst the electorate of the Panchayat Circle. Besides these members, the Head Master of the School at the Panchayat Headquarter should be an ex-officio member of the committee on education. The Chairman of the committee should be elected by the members from amongst the Panch members of the committee. A Panch should not be eligible to become member of more than two committees and to become Chairman of more than one committee. The members of the committee should be appointed by the Panchayat.

#### Committees of Panchayat Samiti

10.13. The Panchayat Samiti should have committees on different subjects as at present. The present provisions in law have prescribed the minimum number of Standing Committees which a Panchayat Samiti must constitute as 3; but the maximum number has not been prescribed. A Panchayat Samiti at present can constitute any number of committees and some of the Panchayat Samitis in the State have constituted up to 9 committees. We feel that the maximum limit to the number of committees which may be constituted should also be laid down in order to avoid the tendency of multiplication of committees with little business to transact.

10.14. The majority of opinions expressed before us favoured the maximum number of committees to be limited to five. At present there are compulsory committees for Administration, Production and Social Services. No separate committee has been provided for Education. Education is an important activity and in terms of funds a Panchayat Samiti spends about 40% of its resources on education alone. The subject of social education has not so far received the emphasis and attention it deserves. We feel that education should be the subject of a separate committee. Therefore, we recommend that it should be compulsory for a Panchayat Samiti to constitute four committees on the following subjects:—

1. Committee on Administration, Finance and Taxation. Welfare of Weaker sections and backward areas should be the specific responsibility of this committee.

2. Committee on Production.
3. Committee on Education including Social Education.
4. Committee on Social and Welfare Services.

10.15. The Panchayat Samiti may, if considered necessary, constitute one more committee and allot to it a subject from its functions. Besides these regular committees, the Panchayat Samiti should have powers to constitute *ad-hoc* committees for specific purposes, for a period not exceeding six months.

### Committees of Zila Parishad

10.16. We envisage that the Zila Parishads will have executive functions at the district level. We, therefore, recommend that there should be statutory provisions for constitution of committees in Zila Parishad also. It should be compulsory for the Zila Parishad to constitute at least four committees as indicated above in case of Panchayat Samitis. The Zila Parishad may constitute one more committee and allot to it a subject from its functions. Like Panchayat Samitis, Zila Parishads also should have powers to constitute *ad-hoc* committees.

### Membership and Constitution

10.17. The membership of a committee of Panchayat Samiti or Zila Parishad should be limited to five, including the ex-officio members, if any. The election of members to the committee should be by method of proportional representation in order to provide representation to the minority group. Election should be held by all members of the Panchayat Samiti or Zila Parishad from among themselves. In other words, the associate and co-opted members of the Panchayat Samiti or Zila Parishad should also have a right to vote for and get elected to committees.

10.18. At least, one member of Scheduled Caste and one member of Scheduled Tribe, if there is one in the institution, should be members of the Committee on Social and Welfare Services. At least one woman should be a member of the Committee on Education as also the Committee on Social and Welfare Services. No person should be permitted to become member of more than two Committees. Two persons having experience in the subject may be co-opted to each Committee (except the Education Committee for which we are recommending special pattern of co-option) by the members, over and above the maximum limit of 5 members but they must not be entitled to be elected as Chairman of the Committee. The Chairman of the Committees should be elected by the members from amongst themselves. No person should be allowed to be Chairman of more than one

Committee. The Pradhan of Panchayat Samiti and the Pramukh of Zila Parishad should be the *ex officio* member and Chairman of the Committee on Administration, Finance and Taxation.

10.19. We think, it would be highly advantageous to associate teachers and educationists with the Committee on Education of Panchayat Samiti/Zila Parishad. Their experience will be helpful to the institutions in the discharge of their functions in the sphere of education. We, therefore, suggest that the Committee on Education of the Zila Parishad 2 to 4 members may be co-opted by the members from amongst the following categories of persons:—

- (i) Retired Headmasters of Middle School, High School and Higher Secondary School;
- (ii) Persons actively associated with voluntary educational institutions;
- (iii) Retired officials of the Education Department; and
- (iv) Retired Lecturers or Principals of Colleges.

In case of the Panchayat Samiti two persons may be co-opted from amongst the following categories:—

- (i) Retired Head Masters of Primary or Middle Schools.
- (ii) Persons actively associated with voluntary educational institutions.

### Retirement of Members and Reconstitution of Committees

10.20. Under the present provisions of the Rajasthan Panchayat Samitis and Zila Parishads Act, as nearly as possible one-third members of the Standing Committees are required to retire every year. The provision about retirement of members has not been very useful and in practice has not fulfilled the objective in view; because it has been noticed that the retiring members are invariably re-elected. The process of retirement every year is not being followed meticulously in the Panchayat Samitis. It unnecessarily introduces an element of uncertainty. We, therefore, recommend that there need not be any retirement of members of the committees of Panchayat Samiti and Zila Parishad and instead, the committees may be reconstituted after every two years. This would ensure necessary change in the membership of the committees.

### Meetings and Decisions

10.21. The committees of Zila Parishad/Panchayat Samiti may meet as frequently as necessary. As the meetings of the parent body (*viz.*, Panchayat Samiti/Zila Parishad) will be at longer intervals, the committees

may have to meet more frequently according to the business to be transacted. It would, however, be necessary that the Committees meet and dispose of business before the meeting of the general body so that decisions could be placed for information of all members of the body.

The decisions taken by the Committees should be read out in the meeting of the institution. List of loans and grants sanctioned should also be placed before the general body. The general body should have powers to revoke or modify the decisions of the Committees *suo motu* or at the instance of any member. The annual plan and the annual budget should be passed by the general body and powers in respect thereof should not be delegated to the Committees. Committee concerned should deliberate on the annual plan and annual budget prepared by the Vikas Adhikari or Chief Executive Officer and submit to the parent body for passing the same.

### Secretary of Committees

10.22. The Panchayat Secretary will function as Secretary to the Committees of the Panchayat. Similarly, the Vikas Adhikari of the Panchayat Samiti and the Chief Executive Officer of the Zila Parishad will work as Secretaries of the Committees of these institutions. The concerned Extension Officer of the Panchayat Samiti and the concerned District Level Officer of the Zila Parishad will be the additional secretary of the Committees of their subject. They will attend the meetings of the respective committees and assist the Secretary in drawing up the proceedings and ensuring implementation of the decisions. The Vikas Adhikari and Chief Executive Officer will divide the secretarial work of the Committees between them and the Extension Officers and District Level Officers in a way to suit the nature of works and their other assignments.

---

## CHAPTER XI

### NYAYA PANCHAYAT<sup>1</sup>.

**11.1.** Nyaya Panchayats represent the judicial wing of the Panchayat Raj. Village Courts in India, by whatever name called, have a long history to real tradition. There is unanimity of opinion about the necessity and efficacy of Nyaya Panchayats in rural area.

**11.2.** The importance of Nyaya Panchayats has to be viewed in the context of the following :—

- 1 Justice is made available to people without incurring heavy expenditure on travelling and counsel's fees.
- 2 Justice should be speedy and inexpensive. Litigation in regular Courts tends to be protracted and is very costly and in most of the cases brings in financial ruin to both the parties, specially when they happen to be un-sophisticated simple village people and the stakes involved are not at all commensurate with the expenses involved.
3. The members of the Nyaya Panchayat come from the same area and the same strata of society. The litigants, the cause and the details of disputes are, generally known to them. Justice in such circumstances becomes easy and prompt.

**11.3.** There is, therefore, no doubt that Nyaya Panchayats are destined to serve the real felt need of the village people by administering expeditious and inexpensive justice.

#### Nyaya Panchayats in Rajasthan

**11.4.** Till 1960 there was no separation of the executive and judicial functions of village Panchayats. The village Panchayats were invested with certain judicial powers. Thus, Panchayat was functioning both as an administrative agency as well as a village court.

**11.5.** As a result of the comprehensive amendments in the Rajasthan Panchayat Act, 1953, undertaken in 1959, judicial functions were separated from executive functions and separate Nyaya Panchayats, as distinguished from Gram Panchayats, were provided for administration of justice at the



village level. A Nyaya Panchayat was constituted for a number of contiguous Panchayat circles not being less than five, or more than seven in number. The State Government had the power to constitute Nyaya Panchayat for a smaller number of Panchayat circles also in special cases.

**11.6.** Each Gram Panchayat within the Nyaya Panchayat circle elects one member to be a Panch of the Nyaya Panchayat. The Panchas of Nyaya Panchayat elect a Chairman from amongst themselves. No member of any Panchayati Raj institutions (including M.P.'s and M.L.A.'s) can become or continue to be a member of the Nyaya Panchayat until he resigns such office.

**11.7.** There are at present 1369 Nyaya Panchayats functioning in the State. Nyaya Panchayats are empowered to entertain and dispose criminal cases of simple nature and civil suits up to the value of Rs. 250. In exercise of its criminal jurisdiction, a Nyaya Panchayat can pass a sentence of fine not exceeding Rs. 50.

### Functioning of Nyaya Panchayats

**11.8.** On the basis of our discussions with persons in different positions at the time of our visits to the Districts as also the information received through replies to the questionnaire, we are of the opinion that Nyaya Panchayats in the villages are functioning satisfactorily within the existing limitations. An average citizen of the village is happy about this source of easy redress of his grievances. The Nyaya Panchayats have, in general been acclaimed as doing useful work by the inspecting authorities also.

**11.9.** As regards speedy justice, there are mixed reactions in the public about the performance of Nyaya Panchayats. It has been stated that justice though speedier as compared to regular courts, has not been as expeditious as expected of the village courts. Cases get protracted for variety of reasons. The Panchas do not attend the meetings regularly and, therefore, benches cannot be constituted. Other reasons for delay in disposal are :

1. inadequate understanding of procedure by Panchas,
2. inadequate secretarial assistance,
3. delay in service of summons and notices,
4. local influences on the Panchas,
5. irregular attendance of meetings by Nyaya Panchas (they do not get any travelling allowance, though they have to travel long distances).

11.10. Disposal of cases by the Nyaya Panchayats has been reported to be impartial in majority of cases. The decisions are mostly sound. In majority of revisions preferred against the decisions of the Nyaya Panchayat, their decisions were up-held by the revisional authority. It has, however, been stated that in some cases local influences and group interests begin to operate and have the effect of either prolonging the cases or prejudicing the judicial discretion. This tendency has got to be effectively countered.

11.11. Most of the Nyaya Panchayats do not have adequate secretarial assistance. This hampers the regular maintenance of records and files. Inspecting authorities have pointed out this drawback time and again.

11.12. The Nyaya Panchayats suffer from another drawback in respect of financial resources. The present practice about contribution by Gram Panchayats towards the expenses of the Nyaya Panchayats has not worked well. The Panchayats in majority of cases fail to make the required contribution with the result that the Nyaya Panchayats are unable to manage the office efficiently.

#### **Constitution of Nyaya Panchayats**

11.13. The present constitution of the Nyaya circles and Nyaya Panchayats, we feel, is working quite well and we do not consider any drastic changes are necessary. That is to say, the present position about a group of 5 to 7 contiguous Gram Panchayats constituting a Nyaya circle should continue.

11.14. We have, elsewhere, proposed constitution of Nagar Panchayats for big villages and towns with population between 5000 to 10,000 according to 1961 census. Nagar Panchayats may elect 2 Panchas in the Nyaya Panchayat as distinguished from the Gram Panchayat which can elect only one Panch to the Nyaya Panchayat. That is to say the number of Nyaya Panchas to be elected by a Panchayat will be as follows:—

- |                     |     |
|---------------------|-----|
| 1. Gram Panchayats  | One |
| 2. Nagar Panchayats | Two |

The number of contiguous Panchayats which may constitute a Nyaya Panchayat in case the area includes a Nagar Panchayat also may be less than 5 according to circumstances, in the discretion of the Government.

11.15. For election of Nyaya Panchas from a Nagar Panchayat, the Nagar Panchayat should be divided into two electoral sectors consisting of complete Panchayat wards according to serial number. Ward Panchas of the electoral sector should elect one member of the Nyaya Panchayat.

**11.16.** We have considered the question of co-option of women and members of Scheduled Castes and Scheduled Tribes in the Nyaya Panchayats. Co-option, as we have stated in an earlier chapter, is dilution of the process of democracy and has to be resorted to only as an intermediate step till there is sufficient representation to these classes through the ordinary process of elections. We do not recommend co-option to Nyaya Panchayats for the following reasons:—

- (i) Co-option, if introduced in Nyaya Panchayats, will unnecessarily complicate the structure.
- (ii) Co-option obviously on the basis of sex and caste will not be desirable in case of judicial bodies. These bodies are expected to impart justice on merit of each case without consideration based on sex, caste or class.
- (iii) There have been no reports or complaints about discrimination in administering justice on the ground of sex, class or caste in Nyaya Panchayats.
- (iv) It is undesirable to limit the scope of choice in respect of members of a body which is expected to administer justice without fear or favour.

### Secretarial Assistance

**11.17.** It is very essential that every Nyaya Panchayat has adequate and efficient secretarial assistance. A general observation by inspecting authorities of Nyaya Panchayats is that the files and records are not properly maintained by them. This is obviously due to lack of proper secretarial assistance. Every Nyaya Panchayat should, *the vfo.c.*, have a trained Secretary or Nyaya Lipik.

**11.18.** Employment of a full time Secretary means an expenditure of at least 1000 to 1500 rupees per annum which, perhaps, is a large sum in view of the fact that a Secretary will not have enough work to keep him busy throughout the month. The benches of Nyaya Panchayat meet only at fixed intervals. With the introduction of a separate system of secretarial assistance from Gram Panchayats, we are of the view that the system of group Secretaries provides the best solution of the problem in case of Nyaya Panchayats. A Secretary may be appointed for two to three contiguous Nyaya Panchayats.

**11.19.** The group Secretaries of the Nyaya Panchayats should belong to a separate cadre. The post should be in the scale of a Lower Division Clerk with a conveyance allowance of Rs. 10 per month. The cadre

should belong to the Panchayati Raj Service and should, in the beginning, be constituted as follows :—

- (1) Existing Secretaries working in Nyaya Panchayats, whether full time or part-time, should have the option to join the cadre provided they fulfil the following qualifications :
  - (a) are below 45 years of age ;
  - (b) have passed at least the Middle School Examination;
  - (c) have not been convicted of an offence involving moral turpitude ;
  - (d) have worked as a Nyaya Lipik (clerk) at least for a period of 2 years.
- (2) They will start at the minimum of the scale of a Lower Division Clerk. But a higher fixation up to three grade increments could be allowed in case of candidates who are matriculates and have experience.
- (3) Those who are not already trained will have to go for training for three months, during which period they will be paid only a stipend of Rs. 40 p.m.
- (4) Fresh appointments should be made by the Chief Executive Officer from a list of selected candidates. Selection of candidates should be by the District Selection Committee.
- (5) Qualifications for fresh appointments should be a High School or Higher Secondary Examination. The age limit which should be 25, should be relaxable by 10 years in cases where suitable candidates are not available. This is meant to utilise the services of local persons who possess the minimum prescribed educational qualifications.
- (6) Temporary appointments till selected candidates are available or for six months whichever is earlier can be made by Nyaya Panchayat after seeking prior approval of the Chief Executive Officer, provided the candidate so proposed to be appointed fulfils the prescribed qualifications. In case of extension beyond six months approval of the District Selection Committee will be necessary.

11.20. The Nyaya Lipik or Panchayat Secretary will work under the administrative control of the Chairman of Nyaya Panchayat. Disciplinary control of the Secretary will also vest in the Nyaya Panchayat up to minor penalties. The Nyaya Panchayat concerned shall have powers to inflict

minor punishments on the Secretary. Major penalties can be imposed by the Chief Executive Officer. Appeal from disciplinary orders of the Nyaya Panchayat should lie to Chief Executive Officer and to the District Tribunal in case of orders passed by the Chief Executive Officer.

### Financial resources: Fees and Fines

11.21. Finance has been cited as the most serious handicap in the regular and continuous functioning of Nyaya Panchayats. The present practice of approval of budget of Nyaya Panchayat by the Panchayat Samiti and contribution to the expenses by Gram Panchayats is rather cumbersome and has not worked well. It is very essential that the Nyaya Panchayat gets full grant of its expenses without much formality. We, therefore, propose, that an amount covering total expenses of a Nyaya Panchayat should be made available by the Panchayat Samiti. The Panchayat Samitis should be given financial grant by the Government to cover the expenses on Nyaya Panchayats at the rate of Rs. 1,000 per Nyaya Panchayat. The amount of Rs. 1,000 has been arrived at as follows :—

Pay of Nyaya Lipik (Group Secretary)	..	Rs.	450
Pay of Peon (Part-time)	.. ..	Rs.	300
T.A. and D.A. to members	.. ..	Rs.	200
Contingencies	.. ..	Rs.	50
TOTAL			Rs. 1,000

11.22. Expenditure over and above this average of Rs. 1,000 per Nyaya Panchayat should be met by the Panchayat Samiti and should be re-imbursible by the Government in the next financial year. Similarly savings should be adjusted in the next year's grant. We believe that expenditure in Nyaya Panchayats will be met out of the sale proceeds of stamps or court fees and fines.

11.23. The Nyaya Panchayat should send its budget (which will be only a statement of expenditure) to the Panchayat Samiti for approval. After approval the Panchayat Samiti will make the funds (excluding pay of Group Secretary) available to the Nyaya Panchayat on quarterly basis, at the beginning of each quarter. The Group Secretary should get his pay from the Panchayat Samiti office.

11.24. The Group Secretary should also work as Cashier of the Nyaya Panchayat and should be required to furnish a security of Rs. 1,000.

11.25. Court fee in the Nyaya Panchayats at present is paid in cash. It is suggested that court fee should be paid in the shape of stamps, as in other courts. Government should make available court fee stamps embossed with 'Panchayat Raj' thereon. Arrangements should be made for selling court fee stamps at every Panchayat headquarter. The income from sale of court fee stamps should go to the State Government.

11.26. Fines should be realised by the Group Secretary. The receipts for amount should be signed by the Secretary and countersigned by the Chairman of Nyaya Panchayat. At the beginning of every month the Secretary should visit the Panchayat Samiti headquarter to receive his salary for the previous month and to deposit the fines realised during the preceding month in the sub-treasury. The income from fines should belong to the Government.

#### Improvements in working

11.27. It has been observed that the Nyaya Panchayat do not meet regularly and the benches are not constituted due to absence of the Nyaya Panchas. One reason for this irregularity in attendance is that no T.A. or D.A. is given to them. No one has suggested that salary be paid to the members and Chairman of Nyaya Panchayat. The dignity of holding the office is considered as a reward in itself. It is, however, felt that the members of Nyaya Panchayat should not be required to bear the expenses incurred by them on travelling for attending the meetings, and that it is necessary to reimburse them for such expenses. We, therefore, suggest that the members and Chairman of the Nyaya Panchayat should be paid travelling allowance from their usual place of residence to the headquarters of the Nyaya Panchayat if the distance is more than 5 miles and also daily allowance for the meeting. The rates of T.A./D.A. may be the same as for the members of the Panchayat Samiti.

11.28. Meeting of the Nyaya Panchayat should be held on a fixed day every month. If the volume of work so demands meeting may be continued for two or three days. In order to adjust with the system of Group Secretary for Nyaya Panchayat, meetings of the contiguous Nyaya Panchayats for whom there is only one Secretary should be fixed on different days.

11.29. The group Secretary must have fixed number of days for every Nyaya Panchayat according to the number of Nyaya Panchayats in his charge. He should be available at the headquarters of each Nyaya Panchayat at least for a week when he should regularly open the office of the Nyaya Panchayat from 10.00 a.m. to 5.00 p.m. The days of the meetings

of the Nyaya Panchayat and attendance of the group Secretary in the office of Nyaya Panchayat should be pre-determined and conspicuously notified at the office of the Nyaya Panchayat and Gram Panchayats.

**11.30.** Every Nyaya Panchayat must have a suitable place for holding its sittings and for keeping the records etc. Ordinarily the Panchayat Ghar should be available to the Nyaya Panchayats. A small room or almirah may be earmarked for use of the Nyaya Panchayat. While constructing new Panchayat Ghars, the requirements of Nyaya Panchayats may be kept in view. Wherever possible, a small room should be added to the old Panchayat Ghars which do not have an extra room for the Nyaya Panchayat.

**11.31.** Fullest co-operation should be extended to Nyaya Panchayats by the revenue agency, the Gram Panchayats and the Police. The members and Chairman of the Nyaya Panchayat should be extended courtesies and respect due to members of a judicial body. During the course of our visits it was reported to us that in some cases the Municipal Magistrates were requiring the Chairman of the Nyaya Panchayat to appear before them in revisions filed against the judgements of Nyaya Panchayat. This is obviously a wrong practice. It was also reported that the Nyaya Panchas and Chairmen of Nyaya Panchayats were not being extended due courtesies even in their official capacity. Instances were cited when they were made to wait in offices and courts throughout the day. We definitely feel that there is need for better appreciation of the status and position of the village courts and their members.

**11.32.** No definite principles can be laid down for better treatment and conduct. It can be only broadly emphasized that the members of these bodies need to be held in due regard. Cases of lapses in this connection should be viewed seriously by the Government and the High Court.

**11.33.** The Nyaya Panchayats generally complain about the difficulty in service of summonses and notices. It has been stated that Magistrates do not always pay attention to their request for issue of warrants and in case warrants are issued, the Police do not generally comply. The situation needs improvement. In such cases the Nyaya Panchayats should give sufficiently long dates and the Magistrates must ensure issue of requisite process and its compliance before the due date. A quarterly statement of unserved warrants should be sent by the Nyaya Panchayats to the District Magistrate.

**11.34.** The Nyaya Panchayats are facing difficulty in recovery of fines imposed. Prompt action is not taken by the Sub-Divisional Magistrate.

on the requests of Nyaya Panchayats for recovery of fines as if they were fines imposed by their courts as provided under section 85 of the Rajasthan Panchayat Act. This affects the prestige of the Nyaya Panchayat because an impression goes round that the fines imposed by Nyaya Panchayat can be conveniently evaded. Here also prompt action on the part of both the Nyaya Panchayat and the Sub Divisional Magistrate is necessary. The former must send requisition for recovery as soon as the permitted time-limit expires and the latter should promptly issue process for recovery of fine. A quarterly statement of fines imposed and realised should be sent to the Collector and District Magistrate. It may be stated here that once people know about the effectiveness of the legal provisions, recourse to the coercive process will no longer be necessary.

### Powers and Jurisdiction

11.35. As stated earlier the Nyaya Panchayats in Rajasthan have been conferred both civil and criminal jurisdiction upto prescribed limits. Criminal jurisdiction of Nyaya Panchayats has, however, been made concurrent with other criminal courts. There has been a unanimity of opinion that the jurisdiction of Nyaya Panchayat should be exclusive. Concurrent jurisdiction undermines the importance of Nyaya Panchayats and frustrates an important objective of establishing village courts to reduce litigation.

11.36. An important argument advanced against conferring exclusive jurisdiction on Nyaya Panchayats in respect of criminal offences is that it would have the effect of diluting or down-grading the offences in the Indian Penal Code because the Nyaya Panchayats have powers to impose penalty of fine only and that too up to a certain limit. This argument can be easily met when we see that only petty and non-serious offences have been given to Nyaya Panchayats and that in these offences the penalties even in regular courts of law do not generally go beyond fine. It has also to be remembered that our objective is to minimise litigation, to eliminate chances of harassment to village people and to promote village harmony. The Nyaya Panchayats can always refer a case to the regular criminal court for trial and disposal where they feel that the nature of case is serious or complicated.

11.37. We recommend that a Nyaya Panchayat should have exclusive civil jurisdiction as at present. It should also have exclusive criminal jurisdiction in non-cognizable cases. In respect of criminal jurisdiction it is necessary to provide that for cognizable offences (where Police can arrest without warrant) the jurisdiction of Nyaya Panchayat will be concurrent with regular courts. That is to say, in respect of cognizable offences the



police will submit challan to the regular courts; and the Nyaya Panchayat will hear all cases on private complaint.

11.38. The Nyaya Panchayats at present have civil jurisdiction in cases up to value of Rs. 250/-. We recommend that the Nyaya Panchayat should be empowered to entertain cases over pecuniary value of Rs. 250/- and up to Rs. 500/- if both the parties agree. The powers of the Nyaya Panchayat in respect of sentence in criminal cases should be increased up to a fine of Rs. 100/-.

11.39. In respect of sections 172, 174, 175, 178, 179 and 180 of the Indian Penal Code, the offences should be cognizable by the Nyaya Panchayat, only in case they relate to orders, notices etc. issued by Nyaya Panchayats and other Panchayati Raj bodies. Offences in relation to orders, notices etc. by other public servants and authorities should be left to the regular courts. Nyaya Panchayats can take cognizance of offence of contempt of court under section 228 of the Indian Penal Code. We think, it is necessary to make a specific provision in the Act to the effect that Nyaya Panchayats can take cognizance of offences under the said section. But where the Nyaya Panchayat takes cognizance of an offence committed against its own authority, the power to impose fine should be restricted to Rs. 20/- only. There can be possible objection that Nyaya Panchayat should not try offences committed against their own order etc. and should send them through complaint to regular courts. But in view of the fact that penalty is limited to fine up to Rs. 20/- only and that such powers are already vested in regular Courts under section 480 and 485 of Criminal Procedure Code, we feel, it would not be incorrect to vest such jurisdiction in Nyaya Panchayats. It is, in fact, necessary for enhancing the prestige of these village-courts.

11.40. Offences under other criminal laws mentioned in the schedule should continue to be triable by Nyaya Panchayats.

11.41. In sections 379 and 403 I.P.C. the jurisdiction of Nyaya Panchayats is limited to the extent of the value of the property not exceeding Rs. 25/-. It was stated before us by many Nyaya Panchas and Chairmen of Nyaya Panchayats that even petty things and small properties today cost more than Rs. 25/-. We, therefore, feel that this limit is very low and should be increased to Rs. 100/- (i.e. the limit to which they can impose fine).

#### Appeals

11.42. Two views were expressed before us in respect of appeal or revision from the decisions and judgements of Nyaya Panchayats. One

Panch or Panchas will report at the next date of hearing the results of the attempts for conciliation. In case a compromise has been arrived at, the Nyaya Panchayat will dispose of the case accordingly. In case of failure to arrive at a settlement the Nyaya Panchayat will proceed to hear and adjudicate on the matter. There should also be a provision in the law enabling Nyaya Panchayat to adjourn the proceedings at any stage and refer the matter to any person or persons for purpose of bringing about settlement within a specified time, not exceeding one month.

### Constitution of Benches

11.50. The Rajasthan Panchayat Act (section 27F) lays down certain restrictions about constitution of benches for hearing and disposal of cases/suits. Section 27F (1) lays down that no member of a Nyaya Panchayat shall hear or dispose of a suit or case arising in the Panchayat circle of the Panchayat which elected him. This is in conformity with the recommendations of the Law Commission. But the Study Team on Nyaya Panchayat departing from the recommendations of the Law Commission, have recommended that the Nyaya Panchas representing a particular village or Panchayat circle should find a place in the bench for the disposal of cases arising from their area. The argument in favour of associating local Nyaya Panchas with the benches for disposal of cases of their area are :—

- (1) They have personal knowledge about the persons, circumstances and witnesses.
- (2) They can prove of valuable assistance in eliciting the facts of the case and also in arriving at compromises.

11.51. On the other hand the arguments for excluding them from the benches dealing with the cases or suits of their area are :—

- (1) Decisions or convictions cannot be and should not be based on personal knowledge only.
- (2) The Nyaya Panchas coming from the same village or Panchayat circle may find it embarrassing to adjudicate in the matter due to near acquaintance with parties. They may find it difficult to function without reservations.
- (3) Services of the local Nyaya Panchas can be utilised for effecting compromise without associating them with the benches constituted for disposal of cases and suits. In fact they will be able to make efforts for conciliation with much more effectiveness and without reservations if they are not associated with the benches constituted for disposal of the case or suit. This also meets the

possible objection to attempts at conciliation by Nyaya Panchayats themselves on the ground that a body which sits in adjudication should not directly try for compromise. If the local Panchas who make attempts for conciliation are excluded from the bench constituted for disposal of the case or suit, no question of prejudice due to failure of attempts for conciliation would arise.

11.52. On weighing the two sets of arguments we are of the view that the present provisions about exclusion of Nyaya Panchas coming from a particular Panchayat circle from the benches constituted for disposal of cases and suits of that area should continue. Their local knowledge, about parties and circumstances etc. can be effectively made use of in conciliation and compromise without such association with the benches.

---

## CHAPTER XII

### TRANSFERRED SCHEMES

12.1. The Panchayat Samitis in Rajasthan are executive bodies which are entrusted with execution of certain schemes, generally referred to as transferred schemes, which were previously implemented by the different departments of the Government. A statement giving in brief the details about the schemes so far transferred to the Panchayat Samitis is given in Appendix XXVI. Funds for the transferred schemes are allotted to the Panchayat Samitis and the Panchayat Samitis have to execute the schemes according to the terms and conditions prescribed by the concerned department of the Government. Technical guidance and supervision in respect of the transferred schemes remain the responsibility of the concerned department and are provided to the Panchayat Samitis through the District Level Officers. The Extension Officers in the Panchayat Samiti who are on deputation from the State Government are responsible for looking after the execution of the schemes and to ensure technical quality.

12.2. On the basis of the interviews we have had with the different persons and with the Heads of the Departments, and the replies received from different respondents to the questionnaire issued by the Study Team, we have formed an opinion that the transferred schemes have been implemented by Panchayat Samitis according to the terms and conditions but they have not been implemented with the desired speed and efficiency. There seems to have been a slowing down in the tempo of work. It has been reported that funds are lying un-utilised in case of some schemes for variety of reasons. The work has, however, progressed well where the Pradhan and the Vikas Adhikari and Sarpanch have worked with enthusiasm and have been able to secure team-work from the extension staff.

#### Execution of Schemes

12.3. There is a near unanimity of opinion in all quarters that it has not been possible for the Panchayat Samitis to implement the transferred schemes according to the prescribed time-schedule. The delay has been more prominent in case of construction and minor irrigation works and certain other schemes. Several difficulties have been responsible for this

Failure on the part of the Panchayat Samitis to complete the execution of schemes in time :—

1. People's participation in some cases is not forthcoming to the desired extent. We have dealt with the aspect of people's participation in a separate chapter.
2. It has been expressed that there is lack of timely and adequate guidance from the technical and supervisory personnel.
3. Funds for transferred schemes are not always allotted in time. Several tedious procedural formalities have to be gone into before payment of money.
4. In the construction programme, supply of construction material *viz.*, cement, iron and G.C. Sheets etc. has posed a serious problem. We were told that in many Panchayat Samitis the programme of construction of irrigation wells could not be taken up in spite of availability of funds simply because of the non-availability of requisite quantity of cement in time. In case of other works also the supply line has been weak and has presented considerable difficulties. For instance, in case of improved seeds and fertilizers, the supplies do not reach the villagers when they want the same. In some cases supplies are dumped in the villages not according to the requirements of the people but as a part of an ill-planned distribution programme.
5. The terms and conditions of the schemes have been laid down without due regard to local conditions and circumstances and it becomes difficult to comply with such terms and conditions.
6. Some Sarpanchas and members of the Panchayat do not show continued interest in the schemes. It has been stated that a Sarpanch is generally keen to have a work or scheme allotted to the Panchayat and have it started but is not always particular about its completion.
7. In some cases the works and schemes got stranded due to mis-utilisation or mis-appropriation of the funds allotted.
8. An important handicap in execution of works is about the schedule of rates of construction. It has been stated, and rightly too, that P. W. D. rates should not be applicable to works lying in the interior areas.
9. Extension effort has not come up to the mark.

### Technical Guidance and Supervision

12.4. There is almost a unanimity of view that proper guidance and advice has not been made available to Panchayat Samitis in respect of transferred schemes. The District Level Officers seem to have adopted a somewhat detached attitude. They do not consider the programme as their own. There was a general impression amongst the District Level Officers that their duty was to extend technical guidance and supervision when sought for and that it was none of their job to look to successful implementation of these schemes. The State Government have issued instructions from time to time clarifying the position and role of the District Level Officers and fixing their responsibility for successful execution of schemes, but there has not been any significant improvement in their general attitude.

12.5. The following reasons have been advanced for this lack of interest on the part of the District Level Officers in the execution of schemes:—

- (1) With the transfer of schemes to the Panchayat Samitis, District Level Officers feel that their responsibility has ceased.
- (2) District Level Officers are generally pre-occupied with their departmental activities which, they claim, should receive first priority in their work.
- (3) There has not been proper co-ordination between the administrative and technical functionaries. The technical officers lay blame at the door of the administrative agency i.e., the Vikas Adhikari while the administrative agency accuses the technical officers for lack of guidance and supervision.
- (4) It has been stated that in some cases the technical advice and guidance extended are not always honoured and attached due weight and that, therefore, the District Level Officers have become apathetic towards this function.

### Terms and Conditions

12.6. The terms and conditions of transferred schemes of all the departments have been generally adhered to. There have been only a few cases of violations. Wherever difficulties were faced in complying with the terms and conditions, the schemes have not been taken up and the amounts have remained unutilised.

12.7. As regards the difficulties experienced in connection with the terms and conditions prescribed, one of the important difficulties has been cited to be the lack of people's participation to the prescribed

extent. The other difficulty which has been pointed out in this context is that local variations in respect of geographical and socio-economic conditions have not been taken into consideration while laying down the terms and conditions. This uniformity in terms and conditions has resulted in rigidity and has rendered the schemes impracticable in many cases.

### **Trained Personnel**

12.8. Availability of trained personnel is a necessary pre-requisite for successful implementation of the transferred schemes. The Panchayat Samitis have been provided with trained staff for implementation of the schemes. But most of the Pradhans and Vikas Adhikaris have expressed the view that the technical staff made available to the Panchayat Samitis is not well-trained and experienced. The guidance to the technical staff from higher level is generally lacking. We have come across a unanimous feeling that the technical personnel deputed to the Panchayat Samitis require better training, experience and orientation.

12.9. The following difficulties have been experienced in this connection :—

- (1) Raw and inexperienced hands are generally posted by the departments in the Panchayat Samitis. They do not have even basic knowledge about the transferred schemes.
- (2) Some-times inefficient persons are deputed to the Panchayat Samitis as a punishment by the departments.
- (3) In far-flung areas, specially desert and hilly areas, people are reluctant to go, and so posts remain vacant for long intervals. Even if they are posted, they manage to get transferred.
- (4) There is no training reserve sanctioned. For long durations posts remain vacant due to incumbents going on training.

12.10. The net result is that work suffers. Specific instances have been cited before us by the Pradhans and Vikas Adhikaris to drive home these points. We feel this is not a happy situation and the Government Departments should take suitable measures.

### **Allotment of Funds**

12.11. The execution of schemes cannot be carried out successfully without timely allocation of adequate funds. Instances were cited to show that even for the maintenance of sanctioned staff and transferred institutions (specially schools) adequate funds are not transferred in time. Intimation of allotments is generally delayed and the Panchayat Samitis are kept specu-

lating about the availability of funds. Heavy transfers of funds are sometimes made at the end of the financial year. This upsets the planning and proper utilisation of funds. It has also been pointed out that allotment of funds is very often according to a general pattern and local conditions are not taken into account. The Panchayat Samitis do not have powers to re-appropriate the amounts allocated for different schemes. The result sometimes is that instances occur simultaneously of inadequate and surplus funds in different Panchayat Samitis and in the same Panchayat Samiti in respect of different schemes.

### Community Development Programme

12.12. Under the Community Development programme, funds are allotted according to the schematic budget. The schematic budget is divided into four major groups i.e. (1) Block Headquarters. (2) Agricultural Development, (3) Rural Arts and Crafts and Industries and (4) Amenities. A special staffing pattern has also been prescribed.

12.13. The Community Development pattern provides for four stages of development :

- |                      |               |
|----------------------|---------------|
| 1. Pre-Extension     | (One Year).   |
| 2. First Stage       | (Five Years). |
| 3. Second Stage      | (Five Years). |
| 4. Post Second Stage |               |

During the Pre-extension stage, a survey of the block area is undertaken and a nucleus machinery of development is set-up. The financial allotments in First Stage and Second Stage blocks are as follows :—

			<i>First Stage</i> (Rs. in lacs)	<i>Second Stage</i> (Rs. in lacs)
I. Block Headquarters	..	..	3.15	0.85
II. Agricultural Development	..	..	4.50	1.35
III. Rural Arts and Crafts	..	..	0.65	0.50
IV. Amenities	..	..	3.70	2.30
			12.00	5.00

In the Post Second Stage there is a presumption that the State Government will continue the tempo of development through its own resources. Discretion is allowed to re-appropriate funds from amenities to production programme.



**12.14.** Since community development programme provides a core of the development programme in the Panchayat Samitis, we have made a close study of the working of this programme. From our scrutiny following broad conclusions emerge:

1. There is much more expenditure on staff than originally provided in the schematic budget. Due to revised pay-scales and the annual increments that accrue from year to year, the expenditure on the staff is progressively on the increase.
2. The uniformity in the staffing pattern has resulted in higher establishment costs irrespective of local needs.
3. The presumption that after a period of 5 years, when the Block enters the Second Stage, an intensive development of the area would have taken place, has not come true. The annual per capita expenditure hardly comes to about Rs. 3.5. This is too small an investment on a problem of so vast a magnitude to have any lasting impact.
4. The programme comprehends all items of development without adequate financial provisions.
5. In the Second Stage and Post Second Stage the situation becomes more precarious. With the limitation of State ceilings, even the prescribed funds are not available. In the final shape it seems the C. D. pattern will at best be a staffing pattern only. We have already recommended revision of staffing pattern. In the Chapter on 'Panchayati Raj Finance' we have dealt with these aspects and have recommended a revised financial structure by pooling of funds.

### Village Laboratories

**12.15.** The Village Laboratories Programme was initiated in the State in 1960 with a view to establish small experimental stations at village level where District Level Officers, incharge of development work, could meet, discuss the difficulties experienced and provide solutions through their higher technical knowledge and experience. These villages were designed to be venue of exchange of expert knowledge on the one side and practical difficulties on the other. The programme is mainly confined to activities of the Agriculture, Animal Husbandry and Co-operative Departments. The responsibility for implementing this programme has been entrusted to the District Level Officers, with the help of the Vikas Adhikari and the Extension Officers and V. L. W's. Two villages in each block are selected for this programme on the basis of certain prescribed criteria. The pro-

gramme is carried out through the resources available with the Panchayat Samiti and no extra funds are allotted. The objective of the scheme is to involve the District Level Officers directly in the programme so that they can provide guidance to the Extension Officers by carrying out demonstrations under their own supervision.

12.16. The Village Laboratories Programme has been in operation for about 3 years now. Villages were selected in the different Panchayat Samitis. The Collector (District Development Officer) has been made responsible for supervising the programme. The District Level Officers have attempted to undertake joint tours of the laboratory villages and tackle the problems. We were, however, disappointed to find from our enquiries, that the village laboratories have not made headway during this period. There is no discernible impact on the laboratory villages from the technical and expert knowledge as was envisaged. The neighbouring villages and in some cases even the inhabitants of the selected village are not aware of any such programme. Thus the benefits which were supposed to flow from the scheme have not been forthcoming. The reasons responsible for this lack of progress are analysed as follows:—

1. Villages have not been selected strictly on the basis of prescribed principles and sometimes extraneous considerations have prevailed. In some cases the villages once selected were changed after some time, without consulting the District Level Officers.
2. The District Level Officers have not devoted themselves to work in the Laboratory Villages with the zeal and continuity envisaged in the scheme.
3. There are no extra funds allotted for the laboratory villages and they have to depend on the Panchayat Samiti. In the Panchayat Samiti no preference is generally given to laboratory villages in the allotment of loans, subsidies, grants and provisions etc.
4. The District Level Officers, instead of looking to the programme themselves, have left the work, in some cases to the Extension Officers who also have not taken it seriously.
5. The present charge of the V. L. W. is quite extensive and he has not been able to devote due time to laboratory villages.
6. The District Level Officers have faced certain difficulties in planning their joint tours to these villages due to (i) their headquarters being in different places in some districts and (ii) non-availability of vehicle from the District Pool.

7. The District Level Officers have expressed that in certain cases they did not get due co-operation from the Pradhans, Vikas Adhikaris and the Sarpanchas in the scheme.
8. There is some confusion about the concept of this scheme amongst the District Level Officers and the Panchayat Samitis, though there are clear and specific instructions on the subject from the Government.
9. The number of Laboratory Villages (at the rate of two villages per block) becomes too large in some of the bigger districts and it becomes impossible for District Level Officers to visit them all regularly for follow-up.

12.17. The scheme of Village Laboratory is a very well-thought scheme which, if implemented effectively, can prove of considerable benefit to the extension agency at the field level. The Laboratory Villages should serve as nerve centres of village development, specially for purpose of demonstration and dissemination of information. It is unfortunate that the scheme could not make a significant progress; but we are convinced, the scheme can be made effective by adopting certain measures to remove difficulties and drawbacks. We suggest following steps for this purpose:—

1. The number of villages to be selected should be left at the discretion of the Chief Executive Officer of Zila Parishad and District Level Officers. Minimum prescribed should be one village per block.
2. In the new set-up which we have recommended Zila Parishad will have executive functions and its own resources also. Zila Parishad should be able to provide better facilities to the District Level Officers now for their touring etc. The C. E. O. of the Zila Parishad should visit Laboratory Villages while on tour.
3. Preference should be accorded to Laboratory Villages by the Panchayat Samiti in allotment of works, schemes, grants etc.
4. Normally the Laboratory Village Programme should be implemented through ordinary resources available with the Panchayat Samiti. But the Zila Parishad should be able to allot funds from its own budget for special projects recommended by D. L. O's.
5. The most important step for the success of the programme is to enthuse the D.L.O's about its efficacy and importance. The D.L.O's should be made personally responsible to make the scheme successful. Instead of entrusting demonstrations etc. to the

- Extension Officers, they should themselves carry them out. The demonstrations carried out and well executed by D.L.O.'s should become model for Extension Officers to be followed elsewhere. These laboratory villages should become the 'adopted' villages of D.L.O.'s for which they can take credit and also be responsible. D.L.O.'s who distinguish themselves in this programme should be rewarded by granting merit certificates.
6. The land allotted to the Panchayat and the village school should be developed as the demonstration farm.
  7. With the reduction in the charge of the V.L.W. he should be able to devote more time to Laboratory Village in his area.
  8. Extension Officers should maintain the line of contact in respect of Laboratory Villages also. It has to be made clear that Laboratory Villages are primarily the responsibility of the D. L. O's but Extension Officers are to keep up the follow-up.

### Production Programme

12.18. We do not propose a comprehensive examination of the working of all the transferred schemes under Panchayati Raj. We would, however, attempt an assessment of the working of some important transferred schemes, specially those in respect of which we have some significant changes in view.

12.19. The production programme in the rural areas consists mainly of the schemes of Agriculture (including minor irrigation) Animal Husbandry and Co-operative Departments. Production is the essence of rural development. It is, therefore, essential that the production programme makes progress and the objective of increased production in different spheres is achieved. There are a number of schemes relating to the Agriculture Department which have been transferred for execution to the Panchayat Samitis. Of these, the schemes relating to installation of pumping sets, construction of irrigation wells, distribution of seeds and fertilisers and improved agricultural implements have got popular response from the public and good progress has been registered in the Panchayat Samitis having potentialities of agricultural development. The statistics of physical achievements reveal a constantly increasing trend in respect of these items. The progress under the seeds distribution programme has not, however, been very satisfactory. This, we think, has been largely due to weakness in the machinery of distribution. We have in Chapter IX suggested that it should be the specific responsibility of the Zila Parishad to ensure arrangements for procurement and distribution of improved seeds and fertilisers. It has

to be seen that improved seed reaches the cultivators at the appropriate time. The other difficulties faced in connection with seed distribution relates to lack of storage facilities and loss of interest to the Panchayat Samitis due to the time-lag between procurement and distribution of seed requirements. The schemes relating to soil-conservation and reclamation of land also have not made progress to the desired extent because of lack of adequate technical guidance.

**12.20.** In the sphere of Animal Husbandry good progress has been made in the Western Districts of Rajasthan in respect of supplies of improved breed of animals. The scheme of poultry development, however, has not made much headway so far. This scheme, we are told has been taken up on a more regular basis now in some Panchayat Samitis. The State Government have started a separate Directorate of Sheep and Wool which is implementing the integrated plan for the development of Sheep and Wool according to phased programme in different districts of Rajasthan. Certain difficulties were faced with regard to the terms of loans and subsidies in respect of cattle-breeding and poultry-farms. These terms have since been liberalised and the private breeders are now coming forward in increasingly large numbers to take advantage of the schemes. Animal Husbandry programme in the hilly areas, however, does not seem to have made a significant impact. Dairy-farming and dairy-products have also lagged behind. More consistent efforts are necessary in this direction.

**12.21.** People in the rural areas are getting more and more familiar with the principles of co-operation and Service Co-operatives have been organised in most of the Panchayats. The Co-operative movement, however, has not yet gained momentum in all the districts. Service Co-operatives have mostly worked as credit societies and have not fully attended to service functions. This is because, there is a lack of credit facilities. There are certain districts in the Eastern parts of the State where service co-operatives have made a satisfactory impact in the rural areas but in the Western parts of the State much remains to be done in the sphere of co-operation. A beginning has been made in the direction of organisation of breeders' co-operatives now. The Co-operative Department has launched a drive for revitalisation of societies and liquidation of defunct societies that is why the number of Co-operative Societies registered has shown a declining trend. An adverse factor with regard to co-operatives is the constantly mounting-up overdues. The reason has been that no adequate attention was paid in the past years on recovery of loans and advances and efforts were concentrated mostly on expansion aspects. The recurring scarcity conditions also led to increased overdues. The Department has now taken up the recovery programme in

a systematic manner. We suggest that the recovery programme should be taken up in respect of arrears and current dues simultaneously so that the position of current dues replacing the old ones does not appear. The State Government have already taken a decision about withdrawal of recovery staff from the Panchayat Samitis. This would leave the Panchayat Samitis with promotional and extensional activities and recovery will be the responsibility of the department and the bank.

12.22. Formulation of production programme is an important part of planning at the Panchayat Samiti & Panchayat level. The production plans did not take any concrete shape till 1961-62. Efforts were thereafter intensified for formulation of production plans by Panchayat Samitis and Panchayats. Some of the Panchayat Samitis have since been able to prepare production plans in all the Panchayats as a result of constant guidance from the State Headquarters as also from the Panchayat Samiti-level. We find that there is an increasing awareness in the Panchayats about formulation and implementation of production plans. We would suggest in this connection that steps should be taken by the Panchayat Samitis to ensure all possible facilities to the Panchayats for the implementation of production plans. It should be emphasised that the Panchayats will do well to select a few items of production and concentrate their efforts thereon, rather than take up all the items specified in the proforma in a haphazard manner.

12.23. Our over-all assessment is that the production programme has made a good progress after Panchayati Raj. People have become conscious towards increasing production by use of improved methods and techniques. There is, however, much scope for improvement and we find that right atmosphere prevails for further improvements.

#### Industries

12.24. The programme for industries in Panchayat Samitis does not seem to have made the desired impact. This is in no way related to the establishment of the Panchayati Raj Institutions. In fact the programme of the establishment and revitalisation of industries including handicrafts in the rural areas has not caught the imagination of the people in spite of the schemes started by the Department and the work done by constructive workers as well as the Khadi and Village Industries Board. In the recent past the post of the Industries Extension Officers have also been reduced from 230 to 60. It is necessary that the schemes for setting up industries in rural areas, specially based on locally available raw materials should be chalked out, effectively implemented and supervised

by the department in a sustained manner. The two rural industrialisation projects started in two districts as experimental measure for intensive industrialisation are still in the initial stage. Various schemes have been started by the Khadi and Village Industries Board, but there is no effective co-ordination between the Board and the industries programme taken up by the Panchayat samitis. Since the Panchayat samitis are the agencies of local development in their areas, this co-ordination is called for not only for greater effectiveness, but also to avoid duplication. The programme of setting-up of new industries in the rural areas and the revival of old arts and crafts is of vital significance in view of their employment potentialities and with a view to preserve traditional skills which are fast disappearing. Effective supervision of the schemes and organisational arrangements to meet the difficulties of the industries in rural areas specially those relating to raw materials, finance and marketing are necessary. Much headway is to be made in these directions before the programme of industries in the Panchayat Samitis can prove really fruitful. We understand that evaluation of certain schemes undertaken so far is being done by the department and also by a committee set-up by the Government. We are of the view that the Working Group set up by the State Government for making proposals for the 4th. Five Year Plan may thoroughly examine the existing programme with a view to find out the reasons for their lack of success and suggest ways and means as to how the schemes can be made to yield better results in future. This will mean that the quality of staff, both in the field and at supervisory levels, should be of a higher order and should possess the requisite technical and commercial background.

## Education

12.25. Primary Schools have been transferred to the panchayat samitis. There has been discernible improvement in the working of Primary Schools after Panchayati Raj in respect of enrolment of students, attendance of teachers as well as students in the schools and effective supervision. The enrolment of students has increased during the last three years and the local panchas and sarpanchas and other leaders have taken good interest in the enrolment drives organised by the Department. Due to proximity of supervision, the teachers are now regular in their attendance. The attendance of students also has improved. The village primary schools which were formerly being supervised from the district level are now being supervised in a better way from the block level. People's participation for school buildings and for arranging equipment for schools has been forthcoming with the same enthusiasm.

12.26. It is some times argued that the standard of education after transfer of Primary Schools to Panchayat Samitis has deteriorated. We feel that there is no basis for such a conclusion. It is quite certain that there has been no deterioration in the standard of education due to transfer of primary schools to Panchayati Raj institutions. If there is some change in the standard of education it has to be ascribed to the process of quick expansion, lack of adequate resources and supervision. It can be said with confidence that the enthusiasm of general public in education has considerably increased after Panchayati Raj.

12.27. The adverse trends in the sphere of education which we want to point out are lowering down of morals of the teachers and sense of disappointment which seems to be creeping in. This situation is due largely to their anxiety for future promotion prospects and to frequent transfers. With the transfer of Middle Schools to Panchayati Raj sector, which we have recommended in Chapter IX the anxiety about promotion prospects will be removed to a considerable extent. We have also recommended that 50% of the posts of Education Extension Officers should be reserved for teachers in village schools. As regards transfers of teachers, our recommendations about control of the cadre of teachers at the Zila Parishad level will improve the situation. We find that the initial uncertainty about promotion prospects have already been removed. We would suggest that the policy of integrated promotion of teachers of Middle Schools and Primary Schools should be implemented without delay.

12.28 Both Primary Schools and Middle Schools form part of the elementary education. The performance of Panchayati Raj in respect of many Schools has been quite satisfactory. An integrated set-up for both primary and middle schools was, therefore, considered necessary. In view of these factors we have recommended the transfer of Middle Schools to Panchayati Raj sector.

### Social Education

12.29. Social education is an important component of the programme of mass education in the villages. The social education programme has a two fold impact on the people. On the one hand it helps the process of general education by audio-visual aids and other methods, on the other hand it helps in developing better understanding and consciousness towards duties and responsibilities. It is actually in wider sense, training in citizenship.

12.30. The posts of Social Education Organiser and Sub-Deputy Inspector of Schools have been combined and the new functionary at the block



level has been designated as Education Extension Officer. Additional Education Extension Officer is provided in a Panchayat Samiti when the number of schools exceeds 40. This combination was made with a view to develop integrated programme of social education through the village primary School. Instead of two functionaries approaching the School, it was envisaged that only one functionary would deal with both education and Social Education programme. With this combination the charge of the Social Education Officer was reduced to almost half or even one-third in some Panchayat Samitis where number of Schools exceeds 100. This is a sound approach and should lead to the strengthening of both education and social education programme.

**12.31.** We, however, found that gradually the tempo of Social Education programme is slackening. This may be due to a certain extent to reduction in financial allocations and insistence of village people to have more schools. We, however, feel that there has been a definite set back in social education activities and propose following steps for keeping up the programme of social education :—

1. All the former Sub-Deputy Inspector of Schools who are now designated as Education Extension Officers should be trained in Social Education under a phased programme. Refresher courses should also be organised for them.
2. The Education Extension Officers should devote due time and attention to social education activities. This should be specified as their definite responsibility and should be taken into account for assessment of their work.
3. The village school should be developed as centre of social education activities in the village *viz.*, organisation of Balmandal, Yuvak Mandal, Mahila Mandal, Bal-wadis, exhibition of films and shows, holding of community songs, cultural shows etc. The services of the school teacher and V.L.W. should be utilised for the purpose.
4. Adult education classes should be held by teachers in the villages regularly. In order to compensate the teachers for the extra work and to provide incentive for them, they should be given an allowance of at least Rs. 10/- per month for conducting literacy classes. This allowance should be paid to the teachers by the concerned Panchayat, so that the Sarpanch and Panchās will be keen about regular functioning of the classes. Adult literacy should be given high weightage in the District level and State level competition of teachers.

5. At the district level the Inspector of Schools/Deputy Inspector of Schools should be made responsible for social education programme. In bigger districts, where the number of schools warrants, an additional post of Dy. Inspector of Schools should be provided.
6. At the state level, the Deputy Director of Social Education should maintain constant liaison with the Dy. Inspector of Schools and Education Extension Officers in regard to social education activities. His office should be suitably strengthened.

### Women's Programme

12.32. There were one Lady Social Education Organiser (Mukhya Sevika) and two Lady Village Level Workers (Gram Sevikas) in each block. In 1963 these posts were abolished by the Government in view of the following considerations:—

1. The Mukhya Sevikas mostly came from urban areas and did not fit in local rural conditions.
2. Two Gram Sevikas for the entire block was a very inadequate number and no significant work could be done by the Gram-Sevika who had to move from Panchayat to Panchayat every year.
3. There were difficulties of recruitment. Sufficient number of Gram Sevikas were not available.
4. It was felt that women's programme could be better organised and could be made more wide-spread if it is integrated with education and conducted through lady teachers.

12.33. After abolition of the posts of Mukhya Sevika and Gram Sevika, the women's programme in the rural areas should be organised through lady teachers. We understand, the Government have already taken a decision to that effect. We want to emphasise the importance of women's programme in the villages and the necessity to take it up on a systematic basis. There appears to be a comparative fall in the women's programme. This trend needs to be effectively countered and the programme should be advanced through effective measures. We suggest following steps for organisation of women's programme which includes children's programme also:—

1. At the village level the programme should be taken up through lady teachers in village schools. There is at present dearth of lady teachers in general and there is also reluctance on the part of lady

teachers to go to rural schools. Following incentives should be provided for lady teachers in village schools :—

- (i) A special pay of at least Rs. 15/- p. m. should be given to lady teachers in village schools.
  - (ii) Lady teachers should be provided free quarter for their residence. The Panchayat or Panchayat Samiti should construct quarters and till such quarters are constructed, arrange suitable accommodation for lady teachers.
  - (iii) Preference should be given to ladies in the recruitment of teachers.
2. Lady teachers in the village should be entrusted with organisation of Mahila Mandals, Girls Clubs, Bal-wadis and economic craft centres and promotion of home improvement activities. They should also conduct adult literacy classes for women for which they should be given Rs. 10/- p. m. by the Panchayat besides the special pay recommended in sub-para 1 above.
  3. The institution of Gram Kakis should be utilised for women's welfare programme.
  4. Women social workers should be encouraged and provided all possible facilities for work in rural areas.
  5. At the block level where there are two Education Extension Officers (which is the case in most of the Panchayat Samitis now) one of the Education Extension Officers should be a lady who should be incharge of women's programme. In the few Panchayat Samitis where there is only one Education Extension Officer he should look after the women's and children's programme also.
  6. At the district level, there should be a Deputy Inspectress of Schools in bigger districts. She should be in-charge of girl's schools and women's programme. In case of smaller districts a Dy. Inspectress of Schools should be appointed for two districts.
  7. There should be a separate lady officer of the rank of a Dy. Director in the Education Department at the State level. She should be responsible for the women's programme in the Panchayat Samitis.
  8. The Panchayat Samitis should give sufficiently high priority to women's programme and girl's education in their spending under the head education and social welfare.

## Family Planning

**12.34.** Family planning is an important activity which has been transferred to Panchayat Samitis. It must be admitted that the programme of family planning has not made a desired impact so far in the rural areas. The importance of family planning in the present context cannot be over-emphasised. We are today faced with a serious problem of rapid increase in population which nullifies the effect of all efforts towards increased production and development. The quick rate of growth of population must be controlled in order to achieve our objective of higher standard of living. The programme of family planning should be taken on a sound footing and it should be seen that the programme makes headway. We make following suggestions in this respect:—

1. Birth control operation is the most effective and appropriate method of family planning in rural areas. The artificial measures of contra-ceptives will not be so effective in villages in view of the illiteracy of masses. Efforts should, therefore, be concentrated on birth-control operations.
2. Facilities for birth-control operations should be provided in rural areas by organising mobile camps and in primary Health Centres.
3. Publicity and education about family-planning and birth-control should be intensified.
4. Persons undergoing birth-control operation should be looked after at Government cost.
5. Monetary incentives should be provided to the individuals as well as institutions for birth control operations. Every person who undergoes birth-control operation should be given a reward of Rs. 10/-.
6. Prizes should be introduced for the first three Panchayats in the district and first three Panchayat Samitis in the State for securing largest number of birth-control operations. The amount of prizes may be Rs. 1,500/-, 1,000/- and 500/- in case of first three Panchayats in the District and Rs. 15,000/-, 10,000/- and 5,000/- in the case of first three Panchayat Samitis in the State.
7. The scheme of family planning should be transferred to Zila Parishads from Panchayat Samitis. Zila Parishads will be in a better position to take up the programme on a uniform and integrated basis.

## General Suggestions for Improvement

12.35. The most important difficulties in connection with the execution of schemes by the Panchayat Samitis, as indicated in the previous paragraphs are rigidity of terms and conditions, difficulties in allotment of funds, lack of technical guidance and supervision and the ebbing of people's enthusiasm. We feel there is an urgent necessity to enliven the programme by removing difficulties and providing incentives. The suggestions for improvement of the execution of transferred schemes can be grouped into two categories viz., (i) those relating to individual schemes of the department; (ii) general suggestions for all the transferred schemes.

12.36. We recommend the following measures for general improvement in the implementation of transferred schemes:—

1. The District Level Officers should be made to realise that their responsibility for successful implementation of the schemes does not cease by transfer of the schemes to the Panchayat Samitis. Action should be taken in case of default or lethargy on the part of District Level Officers.
2. The Departments should ensure that good and experienced hands are made available to the Panchayat Samitis. It should also be seen that the posts of Extension Officers in the Panchayat Samitis do not remain vacant for long. An adequate leave and training reserve should be provided.
3. There should be targets of achievement. But the targets fixed should be realistic and arrived at after considering the local conditions and resources.
4. Considerable difficulties are faced in the construction works because of the inapplicability of P. W. D. schedule rates to construction works in the interior and inaccessible areas. Steps should be taken to modify the schedule rates in their application to such interior and inaccessible areas. At the beginning of every year the Executive Engineer should certify rates for each Panchayat Samiti and those should be taken to be the rates for the construction works.
5. Technical guidance and advice should be forthcoming to the Panchayats and Panchayat Samitis at the appropriate time. It should be seen that the technical guidance becomes a real assistance and that no unnecessary impediments are created in the name of technical considerations. In this connection

it is also important to see that the technical advice tendered by the District Level Officers is given due weight.

6. The Regional Level Officers should work as programme advisers and should review the working of schemes relating to their departments.
7. A handicap which has been pointed out by the District Level Officers in their functioning is about the non-availability of vehicles from the District Pool. We have separately recommended that adequate number of vehicles should be provided to Zila Parishads for the use of officers under their charge. It will be the duty of the C. E. O. to see that D. L. O.'s are not handicapped in their tours due to non-availability of vehicles. Similarly, the Vikas Adhikari should also plan the tours of the Extension Officers and allot them vehicle so as to ensure maximum of purposeful touring.
8. A constant and efficient system of follow-up in the field should be ensured. The Vikas Adhikari should maintain a close liaison and supervision over the Extension Officers and V.L.W.'s. The District Level Officers also should supervise the work in the field to the maximum possible extent.
9. The process of allotment of funds should be continuous and un-failing. We hope, the system of financial allocations we have recommended in Chapter XV will be helpful in streamlining the financial pattern and will be, to that extent, helpful in the efficient execution of schemes.
10. Continuous and timely supply of material and provision of quality seeds and fertilisers should be ensured. In Chapter IX we have recommended that organisation of an efficient system of supplies should be the responsibility of Zila Parishad.
11. The Panchayat Samiti should have sufficient discretion in respect of selection of schemes for execution in order to ensure best results. Our recommendations in Chapter XV for pooling of Funds and giving general grants on certain predetermined basis are designed to ensure optimum use of funds.
12. The system of advancing amounts for construction works to the Sarpanch and then leaving the completion of work entirely to him has not worked well. It is obviously beyond the capacity of the Panchayat—what to speak of the individual Sarpanch, to ensure maintenance of quality and standards in construc-

tion. Execution of works through Panchayat does not and should not mean that the Panchayat Samiti is absolved of the responsibility. The Extension Officers must be in constant touch with construction works and should exercise continuous supervision.

13. The progress of schemes should be constantly reviewed by the Vikas Adhikari and Extension Officers. The Vikas Adhikari should be required to present a review of schemes based on Extension Officers reports and his own observations to the Panchayat Samiti every quarter.

### Incomplete Works

12.37. A large number of construction works are stated to be lying incomplete. All the functionaries of Panchayati Raj we have come across, specially the Pradhans and Vikas Adhikaris, have expressed their concern about incomplete works. It has been stated that incomplete works have very adverse effect on people's morale. People lose faith in the programme and people's participation is also adversely affected. The incomplete works are cited by the people as instances of misuse and wastage of public funds and a wrong and unplanned approach.

### Reasons for Incomplete Works

12.38. There are numerous factors which have been responsible for the works remaining incomplete. The reasons have to be ascertained and a definite programme has to be taken up for completion of these works:—

1. There are many works which are lying incomplete since before the introduction of Panchayati Raj. Amounts were advanced by the Development Blocks but no follow-up was maintained. The change in the set-up at the blocks and the panchayat level contributed to the tendency of apathy.
2. A few Sarpanchas to whom money was advanced mis-appropriated the amounts and manipulated the accounts. No prompt action was taken against them. This had a very demoralising effect on others.
3. In a few cases wrong estimates of the works are responsible for their incompleteness. The Panchayat either deliberately or through ignorance started the works of much higher cost than was sanctioned with the result that works could not be completed.
4. In certain cases the wrong selection of works has been responsible for their remaining incomplete.

5. People's participation, though promised in the beginning, was not available and the works were held up after spending the grant-in-aid amount.
6. In many cases inadequate grant-in-aid was sanctioned. People contributed their share but further assistance from the Panchayat Samiti was not available.
7. Whenever there is a change in the Sarpanch of the Panchayat, there is generally no follow-up in respect of the old works. The newly elected Sarpanch generally does not care to complete the works started by his predecessor; instead, he tries to get new works allotted.
8. Non-availability of technical guidance, lack of supervision and non-availability of construction material as indicated in the foregoing paras also create difficulties in the completion of works.

### Suggestions for Completion of Works

12.39. The incomplete works have resulted in a two-fold harm. On the one hand they create a very wrong impression on the public mind about the programme and on the other hand they involve a wastage of the national resources and mis-application of funds which could be better utilised. It is, therefore, very essential that steps should be taken to complete the works which are lying incomplete and to ensure at the same time that the schemes are started after ensuring their timely completion. We suggest the following measures for the completion of works which are lying incomplete and for future care:—

1. All the incomplete works in different Panchayat Samitis should be surveyed and should be classified into two categories, viz.,
  - (i) those incomplete works which can be completed and made to yield results, and
  - (ii) incomplete works which have proved to be utter failures and which cannot be turned to good use. Works in category (i) should be completed at all costs while works in the category (ii) will have to be abandoned finally and steps will have to be taken to write-off the amounts, after a proper enquiry in each of such cases.
2. Finance is the greatest problem in completion of incomplete works. In most of the cases it is beyond the resources of the Panchayat Samiti to complete these works from its regular budget. We, therefore, recommend that funds for



completion of works which can be made ultimately to yield good results, should be provided by the Government in those cases where works are lying incomplete even after requisite people's participation has been received.

3. New works except drinking water supply schemes should not be allotted to a Panchayat by the Panchayat Samiti unless incomplete works in its area are completed. The resources and energy of the Panchayat, till such time should be concentrated on the completion of old incomplete works.
4. In those cases where works have remained incomplete for want of people's participation and the amount of grant-in-aid by the Panchayat Samiti or the Government has already been spent, additional funds for completion to the extent of people's participation must be mustered up by the Panchayat or Panchayat Samiti from its own resources.
5. Incomplete works should be the first charge on the income of the Panchayat Samiti after meeting the costs of establishment.
6. An important step in this connection is to take strict action against the persons responsible for misuse or misappropriation of funds. Wherever malafide intentions are proved, strict penalties should be imposed including initiation of criminal proceedings. If the defaulters get off scot free the reaction on general public is extremely damaging.
7. The allotment of works by the Panchayat Samiti to the Panchayats in its area should be on practical considerations. Technical advice should always be taken in the beginning and should be given due weight.
8. A concerted effort should be made for completion of all incomplete works, say, within a period of 6 to 9 months. Special incentives in the form of cash grants may be given to Panchayats, Panchayat Samitis and Zila Parishads which show good results.

## CHAPTER XIII

### PEOPLE'S PARTICIPATION

13.1. The concept of people's participation is not new. From times immemorial people have come forward to contribute their mite for the common welfare and benefit of others. The principle of common good has attracted people in all ages and in all societies irrespective of their social, economic or political development. In India, this principle has been pursued almost with religious fervour. The entire Indian culture is imbued with it. The great religious and educational monuments, the system of institutional charity, construction of great tanks and dams, laying of public gardens and parks, construction of Dharamshalas, Ashrams and Hospitals and many other projects of common interest spread over the entire length and breadth of the country are inspiring examples of this type of endeavour.

13.2. When India became independent, it was realised that the great task of national reconstruction could be achieved only through the active and enthusiastic support of the masses. The problems of appalling poverty and wide-spread misery that the country inherited from the past could be solved only through an organised endeavour of the people. In 1952 when the Community Development Programme was launched, the concept of people's participation became the main plank of the programme and became an important ingredient of most of the schemes. The First Five Year Plan Report laid down: "It is intended that a qualifying scale of voluntary contribution, either in the form of money or of labour, should be laid down and this contribution will be a condition precedent to development schemes being undertaken under the Community Development Programme."

13.3. As understood in the specific context of Community Development and Panchayati Raj, people's participation or Shramdan, as it is popularly known, means contribution in the form of labour, material or cash made by an individual, group of individuals or community, for works or projects of common interest or mutual benefit.

13.4. In the earlier stages of the Community Development Programme, people displayed enthusiasm and came forward in large numbers to contribute labour, cash and material. Very often it was found that people's

efforts far exceeded Government expenditure. All the workers engaged in the programme were charged with a mission to enlist more and more people's participation. Organisation of 'Shramdan Weeks' and 'Shramdan Fortnights' during the years 1954-55 to 1956-57 became a regular feature which resulted in significant contributions in the form of labour, material and cash for the works of common benefit. A sort of healthy rivalry and competition developed not only amongst villages and Panchayats but blocks, districts and even States. Definite targets were laid down and efforts were made not only to fulfil those targets but to exceed them.

13.5. The tempo of people's participation cannot be said to have remained steady althrough. In Appendix XXVII we have shown the quantum of people's participation secured and Government expenditure incurred from year to year. It would also show block-wise quantum of participation. It would appear from the statement that people's participation increased at a rapid pace in the initial years upto 1956-57. People's participation during this period rose from Rs. 49,000 per block in 1953-54 to Rs. 2.52 lacs per block in 1956-57. There was a sharp decline in 1957-58 which continued upto 1959-60 and touched the low figure of Rs. 64,000 per block. After the introduction of Panchayati Raj there was once again a rise in people's participation and per block average rose from Rs. 64,000 in 1959-60 to Rs. 72,000 in 1960-61 and Rs. 84,000 in 1961-62. The improvement, however proved short-lived and the downward trend reappeared in 1962-63. The average per block came down to Rs. 63,000 in 1962-63 and Rs. 52,000 in 1963-64.

13.6. The downward trend in regard to people's participation which had begun in the pre-Panchayati Raj period and which has reappeared even in the post-Panchayati Raj period can, however, neither be attributed to the Community Development Programme as such nor to the Panchayati Raj institutions. It will also be wrong to place the blame in exclusive terms either on the people or on the leaders or on the Government. The securing of people's participation is a cumulative process and as such its reasons are several and lie much deeper. It may be added that the waning of people's participation should not be treated as universal phenomenon as with regard to some sectors, (such as construction of school buildings, digging of drinking water wells and desilting of village tanks etc.), people are prepared to contribute their mite enthusiastically. It may be a safe hypothesis to venture that people are still willing and prepared to contribute their bit with regard to those schemes which fit in their pattern of priorities and square with their felt needs. It would, therefore, be wrong to conclude that the tempo of people's participation cannot be restored to its original strength, it is a problem of mobilization and needs efforts on the

part of leadership, both at the official and the non-official levels. One may recall how people in the villages readily responded to the call for contributing to the National Defence Fund during national emergency. Thus people can be made to rise to the occasion, given proper lead and a responsive attitude on the part of the Government and administration to their felt needs and demands.

13.7. The following are the more important contributory factors to the slackening of people's participation:

- (i) When the call for Shramdan was given in the wake of Community Development, it had a newness about it and naturally drew people's attention and evoked their enthusiasm. At that time sufficient funds for schemes were also available and this further added to the tempo for people's participation which was a hitherto unexplored field. As schemes multiplied and more and more areas were brought under coverage of Community Development blocks, the demands of people's participation increased.
- (ii) Although the statistics in regard to people's participation had been rather inflated, the people could very well see through the game of statistical manipulation of figures in regard to people's participation. It has to be highlighted here that the compulsory element of matching contribution in schemes sponsored through Community Development Programme has led to the practice of manipulation of accounts with a view to getting State aid. The sanctity attached to the Shramdan movement got compromised in people's estimate and, this in turn affected their enthusiasm.
- (iii) The brunt of the people's participation came to be born by the weaker sections of the community as the richer sections hardly came forward to assist in self-help schemes. The programme of Shramdan, if it is to enthuse the village people, has to be pursued as an all-village programme without any distinction of high and low, rich and poor. In practice, however, this could not be so and resulted in a set-back to the programme.
- (iv) The leadership both at the non-official and the official levels has also to share the blame for their failure to enthuse the people to come forward and do Shramdan. The Block Development Officer and, more particularly the Extension Officers, as seen earlier also, became more of desk workers than extension workers. The non-official leaders got busy in power manipulation. Thus neither could bring out the innate potentialities of the people for Shramdan and mobilize them into constructive channels.

- (v) As a corollary to the foregoing observation, it may also be recalled that factions and divisive trends got sharpened in the wake of Panchayati Raj. The villages thus came to be divided between majority and the minority groups. Thus it became difficult for the entire village to stand united when the call for Shramdan came.
- (vi) At times the conditions in regard to participation in terms of matching grants etc. are too exacting to be met by the village people, particularly in areas where people are extremely poor. The rural folk belonging to tribal or backward areas provide an instance in point.
- (vii) With the growth of consciousness among the villagers and the starting of the process of modernization (howsoever limited in extent it may be) the people living in rural areas have started comparing themselves with their counterparts dwelling in cities and towns who to them appear to enjoy all the amenities of roads, sanitation, lighting, housing, health services, education etc. without ever being asked to contribute by way of people's participation. They, therefore, carry the impression that they are being discriminated against in comparison to city dwellers.
- (viii) At times people are prepared to contribute their bit for a scheme that they wish to be launched (say the opening of a Middle or a High School) but they are disappointed to find that money from the Government is not forthcoming to meet what they consider to be their felt needs. This naturally dampens enthusiasm of the people for Shramdan.
- (ix) It may also be added that Panchayats which are nearest to the people have yet to be vitalised, and as such have not succeeded in playing an effective role in evoking initiative among the villagers and mobilising their co-operation and help in projects of common concern.
- (x) There is a great urge in the people to contribute their mite and examples are not lacking where people are ready to contribute their share but proper conditions to ensure their participation have yet to be created. The call for people's participation in order to succeed, needs an environment of earnest hard work with emphasis on honesty and austerity in public life at all levels.

**13.8.** There is no denying the fact that people's participation is an essential pre-requisite for the success of our efforts for economic reconstruction.

tion at a rapid pace in spite of the limited resources of the country. It should not be forgotten, however, that artificial boosting up of people's participation is no remedy. It leads to exploitation on the one hand and adoption of corrupt practices on the other. To illustrate the point, two examples may be given here. First, the rigid conditions in regard to people's participation pertaining to every scheme have at times created insurmountable hurdles, leaving people with no alternative but to resort to inflating of estimates and manipulation of accounts. At times the prescribed people's participation is also secured by offering lower wages to the labourers. Perhaps it would have been all right if beneficiaries were to agree to these lower wages voluntarily. But in practice lower wages come to be paid to weaker sections of the community who do not derive direct benefit from the schemes. Similarly, it has also been reported that at times specifications are reduced to meet the prescribed conditions of people's participation and thus the quality of work suffers. Moreover, the ever-mounting number of incomplete works is also a direct consequence of the rigid conditions with regard to people's participation. Secondly, at times there is a great gap between the theory and practice of people's participation which consequently becomes more a ritual than reality. In this context we would like to make a passing reference to a new programme of organising Defence Labour Banks. A Defence Labour Bank provides for the promise of voluntary labour which is recorded in a register kept in village Panchayat. The promise is a deposit, which when accumulated, can be put to use for works of common benefits. In Rajasthan, we were told, 18.3 lac man-days have been donated upto the end of March 1964; but the utilisation thereof has been slow. This wide gap between promise and action indicated either the inability of the local institutions to mobilise people or inappropriateness of the scheme.

**13.9.** We have given considerable thought to the question of people's participation. We feel a new approach is necessary. We wish to make the following suggestions:—

- (i) The principle of people's participation i.e., people contributing their share of efforts for the common welfare is sound. But in the present form people's participation is not effective. We recommend that people's participation should more often be obtained in the form of cash or material and undue emphasiss on the labour component of participation should decrease.
- (ii) People's contribution may be in the form of sharing of expenditure on schemes by the Panchayat from its own sources. That is to

say, people's individual contribution may be replaced by institutional contribution. We illustrate our recommendation as follows:—

A Panchayat Samiti has been allotted Rs. 8,000/- under the head 'drinking water wells'. A well on an average costs, say Rs. 4,000/-. The Panchayat Samiti further allocates a sum of Rs. 4,000/- to this head from its own income, so that the total amount available is now Rs. 12,000/-. Now the choice before the Panchayat Samiti is either to allot 3 wells and sanction Rs. 4,000/- for each or to require Panchayats to contribute some amount so that larger number of wells could be allotted. If the Panchayats contribute an equal amount, 6 wells could be allotted to them. Rs. 2,000/- will be granted by the Panchayat Samiti and an equal amount will be contributed by Panchayat.

- (iii) Panchayat and Panchayat Samiti should try to raise their own sources by tax and non-tax methods. Attempts should be made to create remunerative assets of permanent value. The efforts for raising resources by Panchayat Samiti should reach an extent where the necessity of people's participation from individuals is eliminated and people in fact participate in the programme through their collective efforts of raising resources.
- (iv) The compulsion attached to schemes about people's participation as a condition precedent for taking up schemes should be dispensed with and it should be left to the Zila Parishad and Panchayat Samitis to lay down the quantum of matching contribution by the Panchayat Samiti or Panchayat to which the schemes are allotted. The option before the Zila Parishad or Panchayat Samiti and Panchayats would be either mustering up sufficient resources of their own or to limit the development programme within the amounts available from grants. We think, the limited funds available to these institutions as grants and the demands of the constituent units will encourage them to raise their own resources and come forward with their contribution.
- (v) The labour employed at the works should be paid at the rates prevalent in the area of the Panchayat Samiti. Standard wages may be prescribed by the Panchayat Samiti in consultation with the Executive Engineer. This is considered necessary to avoid exploitation of the weaker sections in rural areas.

**13.10.** We feel that by re-orientation of the approach to people's participation on the lines indicated above, it would be possible to secure greater contribution from the people.

---

## CHAPTER XIV

### WEAKER SECTIONS

14.1. It is difficult to define weaker sections precisely. The Study Group on the Welfare of Weaker Sections in their report have attempted a descriptive definition and recommended that the following sections of the village community should be considered as weaker sections:—

- (i) families who have uneconomic land-holdings;
- (ii) landless agricultural labourers, other labourers;
- (iii) village artisans and workers engaged on small crafts, fishermen, tanners, telis, potters, basket-makers etc;
- (iv) groups forced by historical and other reasons to live in backward and unproductive regions and not adjusted to modern economic life such as Scheduled Tribes;
- (v) sections of the village community, such as Scheduled Castes, who on account of special circumstances are forced to engage themselves in hereditary occupations, which are not very remunerative and entail risks in matters of health and sanitation and who are also subjected to low social status, the "lowliest and the lost;"
- (vi) sections who are weak economically though their social status may be high;
- (vii) women;
- (viii) nomadic tribes living on mendicancy, small trades etc.;
- (ix) destitutes e.g. widows, orphans, old people, unemployed persons with no means of livelihood, physically handicapped, members of ex-criminal tribes, etc.

14.2. This is a very comprehensive definition, and according to this description a large majority of the families living in the rural areas will come within the scope of weaker sections. It would be impossible to devise any special ameliorative measures for such a large majority of population. For our purpose, therefore, we would like to limit the definition. We recommend the following sections of the village community may be included in the weaker sections:—

- (i) Scheduled castes, Scheduled tribes, denotified and nomadic tribes;



- (ii) Families owning less than one standard acre of land and having no other permanent occupation;
- (iii) Landless agricultural labour;
- (iv) Village artisans and workers engaged in small crafts;
- (v) Destitutes, orphans, unemployed and physically handicapped persons, without any support or sources.

### **Magnitude of the Problem**

14.3. In order to identify the weaker sections of the community a test of annual income is also necessary to be applied; because in the categories enumerated above there are certain families which possess good sources of income. We, therefore, recommend that the following 'Means Test' suggested by the Study Group on Welfare of Weaker Sections should be applied:—

- (a) Families whose income is less than Rs. 1,000/- a year should be treated as the cases of chronic economic backwardness.
- (b) Families whose income is less than Rs. 500/- a year should be treated as cases of chronic economic backwardness deserving priority.
- (c) Families whose income is less than Rs. 250/- a year should be treated as destitutes.

14.4. The Study Group had suggested that the entire population of Scheduled Tribes and Scheduled Castes should be treated as weaker sections. In Rajasthan about 17% population consists of Scheduled Tribes and Scheduled Castes. In the Scheduled Tribes also, a good percentage of families own a sizeable land-holding. We feel, therefore, that for the purpose of identification of the really backward and weaker section of the community the 'Means Test' suggested above should be applied to the Scheduled Tribes and Scheduled Castes also.

14.5. There is no reliable data from which it could be ascertained as to what is the exact percentage of weaker sections in the community. However, after limiting the scope of the definition of the weaker sections suggested above our broad approximation is that about 30 to 40 percent of the village community may constitute weaker sections. There is no doubt that a sizeable section of the community remains under-privileged. We feel this is the section which suffers most today and needs immediate help and attention.

### **Steps taken**

14.6. Under the Constitutional Directive as embodied in Article 46 of the Constitution, the State Government and the Central Government have

taken various measures for the amelioration of the conditions of weaker sections. There is a separate Department called the Social Welfare Department which deals with their problems. A number of schemes have been taken up with a view to provide assistance to Scheduled Tribes and Scheduled Castes, other backward classes and denotified tribes. For the Scheduled Tribes special schemes of economic development have been taken up. Under these schemes subsidy is given for irrigation wells, installation of pumping sets and persian wheels, soil-conservation measures, drinking water wells and housing. The Rural Manpower Projects started in certain blocks can be of special assistance to weaker sections.

14.7. Educational facilities have been provided to weaker sections through grant of scholarships and free board and lodging in hostels run by the Government and voluntary agencies. For the removal of untouchability educative publicity is done. Mixed hostels have been opened where members of backward classes live with other sections of the community. For denotified tribes special rehabilitation schemes have been undertaken. To provide employment opportunities training-cum-production centres have been organised. Under the social and moral hygiene schemes sponsored by the Central Social Welfare Board, Rescue Homes and Shelters have been opened. A good start has been made in respect of probation service.

14.8. In addition to these measures there is a special provision in the Tenancy Act which provides for the free allotment of house-sites to the Scheduled Tribes and Scheduled Castes and village artisans. Special preference is given in the allotment of land to landless agricultural labour and to members of Scheduled Castes and Scheduled Tribes. 12½% posts have been reserved for Scheduled Tribes and Scheduled Castes in various Government services. The provision of co-option in the Panchayat, Panchayat Samiti and Zila Parishad is designed to give representation to weaker sections in the Panchayati Raj institutions. All these measures have made some impact towards improving the condition of the weaker sections. But due to the vastness of the problem, the impact of all these measures is not quite visible. The weaker sections of the community still groan under the pangs of poverty and misery.

14.9. Although we tried to find out through the questionnaire and also through the interviews and the discussions we have had with various persons we have not been able to know exactly the extent of help which the Panchayati Raj institutions have extended to the weaker sections. We are of the opinion that by and large the Panchayati Raj institutions have not been able to devote any special attention and render any significant help to weaker sections. The Panchayati Raj institutions had their limitations

also in this respect. They have very little funds from their own resources and, therefore, they have hardly any capacity to initiate any measures on a sizeable scale for welfare of weaker sections. The various schemes which have been transferred to them are hedged in by terms and conditions. The nature of these schemes is such that by and large well-to-do sections only of the community are able to derive benefits. This is more so in case of production programmes. The State Government accepting some of the important recommendations of the Study Group on Welfare of Weaker Sections had issued directives that certain funds should be earmarked in each Panchayat Samiti for the welfare of the weaker sections. But despite this direction, perhaps, no Panchayat Samiti has earmarked any such funds. Due to limited financial resources, this was not possible also. We found that in the sanctioning of loans and subsidies by far the larger share has gone to the comparatively well-to-do sections of the community in the villages. Under the existing circumstances and limitations, Panchayati Raj institutions have not exhibited any special solicitude for the welfare of the weaker sections of the community.

### Suggestions

14.10. The State Government have transferred almost all the activities concerned with the agricultural production to the Panchayati Raj institutions. We have recommended that Zila Parishads should be made effective and some executive functions should be transferred at that level also. With the transfer of a large number of activities, the Panchayati Raj institutions will be dealing with the entire sector of agricultural production including animal husbandry. In the field of education, they will be dealing with education upto the middle standard. We have also recommended that activities of the Social Welfare Department should also be transferred to the Panchayati Raj institutions. With the transfer of all these activities, the strengthening of the Panchayats and vitalization of Gram Sabhas, we feel that Panchayati Raj institutions will be able to take some effective steps for amelioration of the conditions of the weaker sections. But looking to the vastness of the problem, we firmly believe that the whole or even the larger burden for ameliorating the condition of weaker sections cannot be cast on Panchayati Raj institutions alone. The Centre and State Government will have to take special measures for improving the lot of weaker sections. The problem has to be tackled not only in the economic field but also in the social and political fields. The Planning Commission in their report of the Third Plan have stressed that the success of the Panchayati Raj would be measured in terms of the assistance it is able to provide to the economically weaker sections of the village community. We want to

stress that a broader perspective and integrated programme is necessary for the weaker sections of the community.

4.11. Keeping in view the urgency of the problem of weaker sections and the role Panchayati Raj institutions should play in its solution, we make the following recommendations:—

(1) The schemes for the benefit of weaker sections should be so orientated that weaker sections are able to derive the maximum benefit out of them. It is necessary to liberalise the rules and procedures for grant of loans and subsidies. Certain conditions in respect of grants and loans have already been liberalised but we understand they have not been put into effect in all cases. The condition of furnishing security for loans should be relaxed in their cases. The principle of credit worthy purpose, not the credit worthy person, should be put into practice.

(2) Loan assistance given for rural housing should be exclusively utilised for helping weaker sections. The weaker sections of the community live on the periphery of the village and suffer from acute shortage of accommodation. Effective steps should be taken to allot them house-sites. If land is not available, the State Government should acquire it and provide to the weaker sections so that they are able to have better living space.

(3) Assistance in form of grants and loans should be given to the weaker sections in the order of priority based on their economic condition. That is to say, amongst the weaker sections also those who have less income should get priority.

(4) Greater emphasis should be given to the schemes for development of poultry, fishery and piggery. Special measures should be adopted for development of art and trades which are generally followed by the weaker sections of the community e.g., tannery.

(5) Weaker sections should be assisted to acquire cattle, sheep and goat. Cattle, sheep and goat can become a permanent source of income for these families.

(6) A good number of industrial co-operatives have been organised in rural areas in the State. Most of these belong to persons of weaker sections of the community. Special provision should be made to assist these co-operatives through advancement of loans and subsidies. They should be given controlled commodities on preferential basis. Marketing facilities for their products should also be organised.

(7) A large scale programme of organising forest and labour co-operatives should be undertaken. Under a phased programme the agency of contractors should be eliminated. The Public Works Department and

Forest Department should be made responsible for organising and helping such societies. It would be their specific responsibility to ensure that these co-operatives succeed. With a view to help these departments, post of Assistant Registrar should be provided in these departments.

(8) Common facility services in the sphere of agriculture should be made available to weaker sections through co-operative societies.

(9) Processing units of agricultural products such as cotton-ginning, hand-pounding of rice and manufacture of Khandsari etc. should be organised on co-operative basis.

(10) Zila Parishads should be given adequate special funds which should be spent only for the schemes benefiting the weaker sections of the community.

(11) We have recommended in the chapter on Committees that there is no need to form separate committee for weaker sections of the community. The committee on Administration and Finances in the Zila Parishad and Panchayat Samiti should have a special responsibility to ensure that weaker sections of the community get adequate assistance from the Panchayati Raj Institutions.

(12) The State Government have already taken a decision that taccavi loans should be advanced for the purchase of shares in co-operative societies. This is a good measure which would enable weaker sections of the community not only to be members of the co-operative societies but also to increase their share capital. A substantial amount should be provided under this head.

(13) Following steps should be taken to provide them facilities of education:—

- (a) Free books and slates should be given to the children of the weaker sections.
- (b) Hostel facilities should be provided on extensive scale with free boarding and lodging arrangements.
- (c) Scholarships should be given to deserving students of weaker sections to study in higher classes and stay in college hostels.

(14) The allotment of land to members of weaker sections should be backed by adequate financial assistance for purchase of bullocks, reclamation of land, soil-conservation measures and irrigation wells. It is suggested that an integrated scheme of loans should be prepared under which the cultivator is given complete assistance to make his land profitable. It has been seen that in the absence of adequate facilities and loan assistance, the lands allotted to weaker sections remain unutilised by them. It should be seen that they are able to derive full benefits from the lands allotted to them

(15) Fields of weaker sections should be selected for demonstrations by the extension staff.

(16) Special training facilities should be provided to weaker sections so as to build up a cadre for managing the co-operative societies.

(17) There should be periodical evaluation of the impact of welfare measures on the weaker sections and the schemes and programmes should be modified in the light of evaluation.

(18) Zila Parishads should have a special responsibility to improve the lot of weaker sections.

(19) Weaker sections should be exempted from paying contributions in schemes which require people's participation.

---

## CHAPTER XV

### PANCHAYATI RAJ FINANCES

15.1. We have in the first Chapter of our Report indicated that the Panchayati Raj Institutions are to develop as units of local government. They will also discharge agency functions on behalf of the State Government. Through the process of evolution Panchayati Raj Institutions have taken over the activities of the former Community Development Blocks. A number of activities which were performed by the development departments have been transferred to Panchayati Raj Institutions. We have also indicated in the previous Chapters that the sphere of activities of the Panchayati Raj Institutions will progressively increase.

15.2. It is widely recognised that the success of the local governing units depends to a considerable extent on their financial resources and strength. No institution can prove effective and useful if it does not possess adequate financial resources to carry out its functions. It is also recognised that the finances of local governing institutions have to be provided through Government grants and loans in considerable proportions.

15.3. Though a sizeable portion of the financial resources of the local governing institutions have necessarily to come from the Government it is necessary that these institutions also raise their own resources through different methods in order to have a sense of achievement and self-reliance. Besides, the idea of autonomy in local government will get further strength when the institutions have considerable income of their own in respect of which they would enjoy larger discretion. The resources of the State and the Centre are limited. The local government institutions have, therefore, to make concerted efforts to augment the funds that are placed at their disposal from the State Government through tax and non-tax measures.

15.4. The Committee on Panchayati Raj Finances (Santhanam Committee) appointed by the Union Ministry of Community Development and Co-operation which submitted its report at the end of 1963 has gone into the question of resources of Panchayati Raj Institutions. The Committee has made a number of useful and important recommendations. We are generally in agreement with the recommendations of the Santhanam Com-

mittee as regards the basic approach. We have kept those recommendations in view while making our recommendations for financial structure of Panchayati Raj Institutions in Rajasthan.

### Present Financial Structure

15.5. Zila Parishad, not being an executive body has very limited resources at present. The income of the Zila Parishad according to the Rajasthan Panchayat Samitis and Zila Parishads Act at present consists of:

- (1) Money received from the State Government. Under this head Government transfers amounts to cover the expenses of office establishment. Pramukh's honorarium and travelling allowances.
- (2) Donations and Contributions from the Panchayat Samiti or from the public in any form. This provision of the law has not been put into practice by most of the Zila Parishad. Only a few Zila Parishads have received contributions from Panchayat Samitis.

15.6. Under the existing provisions of law, the resources of the Panchayat Samitis consist of the following:

- (i) Income accruing from taxes and fees;
- (ii) Income from sale of properties;
- (iii) Income from bond-contracts;
- (iv) Donations and contributions from the public;
- (v) Government grants for the liabilities transferred by various development departments;
- (vi) Annual *ad-hoc* grants;
- (vii) 25 Paise per head of population of the Panchayat Samiti area as share of land revenue.
- (viii) Matching grants for schemes transferred; and
- (ix) Loans advanced by the State.

15.7. The Panchayat Samitis have powers to raise loans, but so far no Panchayat Samiti has used this power.

15.8. In the Third Five Year Plan the State Government made a provision of Rs. 4 crores to be used by the Panchayat Samitis at their discretion under the head 'Free Fund'. The main condition of the grant was that 60% was to be contributed by the Panchayat Samiti and 40% by the State Government. Two-third of this grant was to be used on productive schemes and one-third on social amenities programmes. It was further laid down that if Panchayat Samitis took up only one or more of the transferred schemes under this grant and not the new schemes, the Panchayat Samiti's contribution would be 75% instead of 60%. The



main objective was to encourage Panchayat Samitis to take up new schemes and build up remunerative assets for Panchayats. Under this scheme a sum of Rs. 32.20 lacs had been transferred to Panchayat Samitis in the year 1961-62. Due to reduced State ceiling the scheme had to be given up later on. The condition of matching contribution up to 60% and 75% is too heavy and proved a hurdle.

15.9. The funds transferred to the Panchayat Samitis in respect of the transferred schemes and liabilities are all earmarked and little discretion is left with the Panchayat Samiti in respect of utilisation thereof. Panchayat Samitis have some discretion in respect of Community Development schemes but that too is limited.

15.10. Thus, the Panchayat Samitis have discretion only in respect of the funds raised by them from their own resources. Income raised from own resources of the Panchayat Samitis, though steadily increasing, is not much. It has gone up from Rs. 32.5 lacs, in 1961-62 to Rs. 49.9 lacs, in 1962-63 (Appendix XXVIII). This income also mostly has been utilised in making up shortage on establishment and meeting expenditure on travelling allowances of the members and staff (*vide* appendix XXIX).

15.11. The resources of the Panchayat are derived from the following:—

- (i) Government grant at the rate of 20 Paisa per head of population subject to a maximum of Rs. 400/- per Panchayat;
- (ii) Income from taxes levied;
- (iii) Income from cattle pound;
- (iv) Fines in respect of administrative cases;
- (v) Fees for services rendered;
- (vi) Income from grazing land;
- (vii) Fees for temporary use of land;
- (viii) Irrigation charges from tanks transferred to Panchayat;
- (ix) Fish-culture in tanks and leasing their waters; and
- (x) Sale of abadi land.

15.12. Each Panchayat has been allotted 15 bighas of land by the Government for cultivation and developing it as they like. Some Panchayats have derived good income from this common land.

15.13. A Panchayat whose Sarpanch and 80% of Panchas are elected unanimously is paid an additional grant of 25 Paise per head of population every year for the entire term of the Panchayat. About 25% of Panchayats took advantage of this grant.

## Taxes

15.14. Under the present provisions, the two institutions at the block and village level *viz.* Panchayat Samiti and Panchayat have powers to impose taxes. Zila parishad does not have any powers of taxation.

15.15. Powers of taxation at present both at the Panchayat and the Panchayat Samiti level are optional. No tax has been made compulsory.

15.16. A Panchayat can levy the following taxes *viz.*,

- (i) Tax on buildings (House Tax);
- (ii) Octroi on animals or goods or both;
- (iii) Vehicle tax except for those vehicles which are used for cultivation;
- (iv) Pilgrim tax
- (v) Tax on arranging supply of drinking water;
- (vi) Tax on commercial crops; and
- (vii) Any other tax, which the State Legislature has powers to impose, with the previous sanction of the Government.

15.17. A Panchayat may also impose a special tax on adult male members of the Panchayat area for the construction of any public work of general utility.

15.18. A Panchayat Samiti has powers to impose and levy following taxes:—

- (i) A tax payable on the rent payable or received by the land-holder for the use or occupation of land or on the assumed rental value of land at the rate of 5 Paise per rupee;
- (ii) A tax on trades, callings, professions and industries;
- (iii) A primary education-cess; and
- (iv) A tax on fairs.

15.19. As imposition of taxes by the Panchayat or Panchayat Samiti is not compulsory, these institutions have been generally found to be reluctant to impose taxes. The main reason of this reluctance in respect of taxation on the part of the Panchayats and Panchayat Samitis appears to be nearness to the electorate. The office-bearers of these institutions hesitate to impose taxes for fear of displeasing the voters. Another reason which can be assigned for resistance of the people to fresh taxation by the local bodies is lack of efforts to link up benefits to the taxes imposed.

Taxation is obviously an unpleasant task and ordinarily people do not react to it favourably. If, however, people come to know that they will receive directly proportional benefits from the taxes, resistance to taxation is considerably reduced.

**15.20.** In order to find a way out to the hesitation of Panchayats and Panchayat Samitis to levy taxes, we are of the opinion that certain taxes should be made compulsory or the powers of taxation should be at a remote level. During the course of our visits and interviews some of the Sarpanchas and Pradhans told us frankly that it would be desirable to make certain taxes compulsory. This would on the one hand ensure a minimum income to the Panchayat and Panchayat Samiti and on the other hand remove their hesitation about imposing taxes. It will also introduce an element of uniformity in respect of all areas. When there is no uniformity, the Panchayats or Panchayat Samitis which take initiative get into disfavour with the general public because the people in those Panchayat Samitis and Panchayats advance the general argument that no such taxes have been imposed in the neighbouring areas.

**15.21.** So far about 1100 Panchayats out of 7391 Panchayats have levied taxes. Panchayats in different districts have levied house tax and vehicle tax. Pilgrim tax has been levied in some Panchayat Samitis where there was scope for such a tax. Some of the bigger Panchayats have levied octroi also. The income of Panchayats from taxes levied by them during the year 1961-62 is shown in Appendix XXX in respect of 5 districts. Total income of Panchayats from different sources during the year 1961-62 is given in Appendix XXXI.

**15.22.** Out of 232 Panchayat Samitis, 180 Panchayat Samitis had imposed some kind of taxes by the end of March, 1964. The income estimated from these taxes was over Rs. 42 lacs. The comparative position about imposition of taxes since 1960-61 is given in a statement at Appendix XXXII. It would appear from the statement that 159 Panchayat Samitis have imposed the cess on land revenue. There are 26 Panchayat Samitis which have imposed primary education cess and 78 Panchayat Samitis which have imposed tax on trades and professions. 104 Panchayat Samitis have imposed only one tax. 53 Panchayat Samitis have imposed two taxes, 16 Panchayat Samitis have imposed 3 taxes and there are only 7 Panchayat Samitis which have imposed 4 taxes. There are 52 Panchayat Samitis which have not levied any tax.

**15.23.** Cess on land revenue seems to be the most popular tax imposed so far by the Panchayat Samitis. This is because of the fact that out of

26 districts in Rajasthan, 10 districts had District Boards which had imposed cess on land revenue @ 6 Paise per rupee. The cess on land revenue represents fresh tax effort on the part of the Panchayat Samitis only in the districts where there were no District Boards. Tax on professions, tax on fairs and primary education cess are the only fresh taxes imposed by the Panchayat Samitis.

15.24. As regards the entertainment tax, some of the Panchayat Samitis have derived income from this source but the attempt has not been systematic and regular.

15.25. While devising the new scheme of taxation we have to keep in view that the Panchayat, Panchayat Samiti and Zila Parishad have to carry out certain essential functions in respect of local administration and development and, therefore, they should have their own resources of income so as to enable them to augment their financial resources and exercise discretion and greater autonomy in the discharge of their functions.

15.26. In the new set-up, we have recommended that all the three institutions viz. Panchayat, Panchayat Samiti and Zila Parishad will have executive functions. These institutions should, therefore, have some resources of their own besides the Government grants and assignments of income. We, therefore, recommend that all the three institutions should enjoy powers of taxation in the prescribed spheres. The considerations which we have taken into account while prescribing the sphere of taxation of Panchayat, Panchayat Samiti and Zila Parishad are the nature of the tax, estimated income therefrom method of assessment and realisation. Our criterion is that a tax which is of local importance and of simple nature should remain at Panchayat level while taxes of wider impact requiring comparatively elaborate arrangements in respect of assessment should go to higher level. Another criterion in allocating the spheres of taxes is that taxes yielding larger income should be at a higher level so that the income derived is distributed equitably in the area. Keeping these considerations in view we recommend following taxes for the different Panchayati Raj Institutions.

(1) *House Tax*.—House tax should be imposed by the Panchayats, being of local importance. The Committee on Panchayati Raj Finance has recommended that House Tax should be made compulsory. We agree with the arguments advanced by the Committee, but in view of the widely varying economic conditions and standard of construction we do not think it appropriate to make it compulsory.

The House Tax should be levied on the capital value of the house. The minimum and maximum rates of house tax should be prescribed. We recommend adoption of the following scale for house tax:—

<i>Capital value of House.</i>	<i>Rate</i>	
	Minimum.	Maximum.
1. Upto Rs. 500/- .. ..	-/25	1/-
2. From Rs. 501/- to Rs. 1000/- ..	-/50	2/-
3. From Rs. 1001/- to 2500/- ..	1/-	4/-
4. From Rs. 2501/- to 5000/- ..	2/-	8/-
5. Exceeding Rs. 5,000/- .. ..	For every increase of Rs. 2,500/- or part thereof, the increase in the minimum and maximum rates should be Re. 1/- and Rs. 4/- respectively.	

There need not be any exemption to the house tax once it is imposed by a Panchayat. The minimum rates prescribed are considerably low and we think, it would not involve any difficulty to the house owners.

In case of Nagar Panchayats we recommend that house tax should be compulsory and the rates of house tax may be higher than that the rates applicable to Gram Panchayats within the maximum prescribed in the above schedule.

(2) *Octroi*:—Octroi is generally considered to be a regressive tax. At present Panchayats in Rajasthan have powers to impose octroi tax and some of the Panchayats derive appreciable income from octroi. We recommend that the power to impose and levy octroi should be given only to Nagar Panchayats. In case of Gram Panchayats we do not consider it advisable to give the powers of octroi. In fact in most of the Gram Panchayats, octroi will not be a significantly profitable source of income. Even in case of Nagar Panchayats octroi should be optional and where it is levied, certain commodities *viz.*, salt, gur, kerosene-oil and goods brought by consumers for their domestic consumption should be exempted from octroi.

(3) *Tax on Fairs and Markets*:—Fairs and markets should be classified between Panchayats, Panchayat Samitis and Zila Parishads according to the volume of congregation, sphere of influence, volume of transactions and the estimated income. The Panchayat, Panchayat Samiti or Zila Parishad should have powers to impose tax on the fairs and markets according to the classification thereof. In case of Panchayat fairs and markets,

the income from the tax imposed should belong to the Panchayat itself but in case of fairs and markets classified as Panchayat Samiti or Zila Parishad fairs, the proceeds from taxes imposed should be shared between the three institutions as suggested in the subsequent paragraph. At present power of classification of fairs is given to the Zila Parishads. Zila Parishads felt considerable difficulty in discharging this function and in most cases appeals come to the State Government. The power of classification of fairs should, therefore, vest in the State Government.

(4) *Pilgrims Tax*.—Pilgrimage centres are located in different places and they attract large number of people every year from far and near. There are many pilgrimage centres which though located in a particular Panchayat circle draw their pilgrims from distant areas. It would, therefore, be desirable to classify the pilgrimage centres also between the Panchayat, Panchayat Samiti and the Zila Parishad according to the number of pilgrims visiting the centre every year. The imposition of pilgrims tax should be within the powers of the Panchayat, Panchayat Samiti or Zila Parishad, as the case may be, according to the classification of the pilgrimage centre. The proceeds of pilgrims tax also should be divisible between the institutions in a prescribed proportion as indicated in the subsequent para.

(5) *Vehicle Tax*.—Vehicle tax should be made compulsory and should be levied at the Panchayat level. Motor vehicles will be exempted from this tax because they are subject to special taxation laws. There is no necessity of providing exemptions to any class of vehicles except bullock-carts used for agricultural purposes. But the rates in case of vehicles which are plied on hire may be higher than other vehicles. The minimum and maximum rate of tax may be as follows:—

*Vehicle.*

	<i>Rate of tax</i>	
	<i>Minimum.</i>	<i>Maximum.</i>
1. Bicycle .. ..	Rs. 2/-	Rs. 4/-
2. Bullock-carts .. ..	Rs. 3/-	Rs. 5/-
3. Bullock-carts plied on hire ..	Rs. 5/-	Rs. 10/-
4. Tonga .. ..	Rs. 5/-	Rs. 10/-

(6) *Profession Tax*.—Profession tax should be made compulsory and should be within the purview of the Zila Parishad. Profession tax should be leviable from Company or a person who transact business or exercise on Profession or Trade or Callings within the district. We are giving the schedule of Professions, Trades etc. on which tax could be levied

and the minimum and maximum rates which could be applied (*vide* Appendix XXXV). The procedure for assessment of tax should be laid down under the Rules and should be simple.

(7) *Entertainment Tax*:—At present the Panchayat Samitis have powers to collect entertainment tax under the Rajasthan Entertainment Tax Act but the provisions have not been utilised in most of the cases due to the ambiguity of rules and procedure. We recommend that Entertainment tax should be compulsory tax and should be levied by the Panchayat Samitis at the rates and according to the provisions similar to those contained in the Rajasthan Entertainment Tax Act and the rules framed thereunder. It is suggested that the relevant provisions and Rules and of the Rajasthan Entertainment Act should be reproduced as a part of the Panchayati Raj Legislation.

(8) *Surcharge on Stamp Duty*:—Surcharge on stamp duty may be levied by a Panchayat Samiti or Zila Parishad at a rate not exceeding 5% of the value of the property. The surcharge should be realised with the Government Stamp Duty by the registering authority and credited to the Panchayat Samiti/Zila Parishad.

(9) *Tax on commercial crops*:—At present the powers to impose tax on commercial crops is enjoyed by the Panchayats. It has, however, been observed in practice that very few Panchayats have levied this tax. Commercial crops give good returns to the cultivator and they can, therefore, afford to pay some tax for the benefit of the community. We, therefore, suggest that powers of levying tax on commercial crops may be given to the Panchayat Samitis and Zila Parishad on the basis of acreage under such crops. The crops which may be subject to the tax should include sugarcane, oilseeds, cotton, zeera, saunf, and chillies etc. Fruits and vegetables should not be taxed under this provision.

### Sharing of Taxes

15.27. At present there is no provision for sharing of taxes between the Panchayati Raj Institutions. We feel that if taxes are shared between these bodies, there will be greater tax effort. We make the following suggestions in this connection:—

- (i) Where the tax is levied by the Panchayat, the proceeds should go entirely to the Panchayat.
- (ii) Where taxes are levied by the Panchayat Samitis, the proceeds should be shared between the Panchayat Samiti and the Panchayat in the proportion of 75:25.

- (iii) In respect of taxes levied by the Zila Parishad, the proceeds should be divisible between the three institutions *viz.* Zila Parishad, Panchayat Samiti & Panchayat in proportion of 40:30:30.

Where taxes are shared by the higher institution with lower institutions, the division amongst the lower institution themselves should be on the basis of population

### Education Cess

15.28. The Panchayat Samitis at present can levy education cess. There are 26 Panchayat Samitis at present which have imposed education cess. An argument which has been advanced against education cess is that it runs counter to the primary responsibility of the State to provide free primary education. It cannot be disputed that the responsibility for providing free primary education rests with the Government and that Government has to provide funds to these institutions for the purpose. The sphere of education, however, is so vast that our efforts for education of the masses are bound to be limited in view of the scanty resources. After providing minimum necessary funds by the Government for primary and middle schools, there is a number of items which require additional finances e.g., provision of equipment, recreation facilities, midday meals etc. These requirements could be conveniently met if local efforts are mobilised. Therefore, we think education cess is an appropriate step. The Middle schools now will be transferred to Zila Parishad. We, therefore, recommend that Education Cess should be leviable by Panchayat Samiti or Zila Parishad. The minimum and maximum rate of education cess should be as follows in respect of families falling in different income groups:—

<i>Annual income of Family</i>	<i>Rate</i>	
	Minimum.	Maximum.
1. Up to Rs. 500/-	Rs. 1/-	Rs. 2/-
2. From 501/- to Rs. 1,000/-	Rs. 2/-	Rs. 3/-
3. Above Rs. 1,000/-	Rs. 3/-	Rs. 5/-

At least 80% of the proceeds from education cess should be spent in the Panchayat Circle. The remaining 20% may be spent by Panchayat Samiti/Zila Parishad on common facilities of education *viz.* libraries, sports, games etc. Family for this purpose should be defined as a unit of related persons living jointly and having a common kitchen.

15.29. The proceeds from education cess should be divisible between the Panchayat Samiti and Zila Parishad in the ratio of 2:1 if the cess has been levied by the Zila Parishad.



**15.30.** Prices of agricultural commodities have increased considerably in recent years. There has, however, been no significant increase in land revenue. With the abolition of intermediaries, the problem of rack renting has been done away with and cultivators pay assessed land revenue directly to the State. We, therefore, think that a cess on land revenue by the Panchayat Raj institutions could be levied for the benefit of the community. It is now recognised that imposition of cess on land revenue by local bodies is an appropriate way of increasing land revenue.

**15.31.** The Rajasthan Panchayat Samiti & Zila Parishad Act at present provides for imposition of cess at 5% on the land revenue. The imposition, however, is not compulsory and only 159 Panchayat Samitis have imposed cess on land revenue. We recommend that the cess on land revenue, at 5% should be made compulsory. The Zila Parishads and Panchayat Samitis should be given powers to increase the rate of cess on land revenue in multiples of 5% upto 50%.

**15.32.** In order to provide an incentive to the institutions to impose the cess on land revenue at enhanced rate, matching grant should be admissible at the rate of 25% of the actual collection against the enhanced rate.

**15.33.** The compulsory cess on land revenue at 5% should entirely belong to the Panchayat Samiti. Proceeds of the cess over and above the compulsory rate of 5% should be shared between Zila Parishad, Panchayat Samiti and Panchayat in the ratio of 2:2:1 if imposed by the Zila Parishad. In case the cess at the increased rate is levied by the Panchayat Samiti the proceeds will be shared between Panchayat Samiti and Panchayat in the ratio of 2:1. This division could be effected by the Patwari himself who will deposit the appropriate share of the cess in the Panchayat or the Personal Deposit Account of the Panchayat Samiti or Zila Parishad, as the case may be.

### Concurrent Powers of Taxation

**15.34.** It will be seen from the above that we have recommended concurrent powers in respect of taxation to Panchayat Samitis and Zila Parishads. This has been considered necessary in order to keep the taxation authority at a remote level i.e. Zila Parishad and at the same time not to dampen the enthusiasm or initiative of the Panchayat Samiti.

**15.35.** The Panchayat will have exclusive powers to levy House Tax, Vehicle Tax and octroi.

15.36. The entertainment tax and cess on land revenue at the minimum rate of 5% would be compulsory. Both Panchayat Samiti and Zila Parishad will have concurrent powers to levy profession tax, surcharge on stamp duty, tax on commercial crops, education cess and cess on land revenue at increased rate.

15.37. In case of taxes leviable by both Panchayat Samiti and Zila Parishad it will have to be laid down that the same tax cannot be levied by both the institutions simultaneously. In case a tax has been levied by a Panchayat Samiti and the same tax is subsequently made applicable to the entire district by the Zila Parishad, the rates prescribed by the Panchayat Samiti will continue to be applicable in the area and the proceeds of the tax from that particular Panchayat Samiti will not be subject to sharing by Zila Parishad. In case of cess on land revenue, the rate can be enhanced by the Panchayat Samiti upto the permissible maximum even after an enhancement by the Zila Parishad. A summary of our recommendation in respect of powers of taxation is given at Appendix XXXIII.

### Realisation of Taxes

15.38. A disquieting feature about the taxes imposed is the slow progress of recovery of taxes. From the statement at Appendix XXXII we find that actual realisation of taxes imposed by the Panchayat Samitis is about 50% only. Though information could not be made available to us about the imposition and realisation of taxes by Panchayats, we are given to understand that the position of recovery of taxes in case of Panchayat is still worse. The machinery of recovery of taxes of Panchayat Samiti is the revenue agency, while the Panchayats had to collect their own taxes. The reason for slow recovery of taxes are as follows:—

1. People in general react unfavourably to taxes, specially when taxes are not visibly linked to benefits provided.
2. In many cases taxes have been wrongly assessed which has resulted in delay in their realisation.
3. The revenue officials have not taken interest in the recovery of taxes of Panchayat Samitis.
4. The Panchayat had so far no machinery of collection, though it has powers of attachment and sale. The Panchayats either hesitated to use their powers or could not use them for want of support from revenue and police agency.

15.39. Steps have to be taken to ensure full recovery of the taxes imposed. There will be no difficulty in realisation of surcharge on stamp

duty and the cess on land revenue, as they will be collected with the Government demand, but effective measures will have to be adopted in respect of other taxes. One of the reasons why revenue officials did not take interest in the recovery of Panchayat Samiti dues was that no remuneration was prescribed to be given to them. We understand, Government have already issued instructions for allowing a commission of 2% on the collection of current demand made by revenue Patwari. The collection of taxes of the Panchayat has also been entrusted to the Patwari according to instructions issued recently. This is a measure in the right direction and will help the process of recovery. Revenue machinery is the best agency for the purpose of collection of taxes imposed by all the three institutions. Collection of octroi, tax on fairs and markets and pilgrim tax should be made by the agency of the institution imposing such tax.

**15.40.** With a view to encourage tax payers to pay up the tax-demand in time, we recommend that a system of either levying a surcharge of at least 5% on those who pay the tax after a certain time limit or allowing a rebate of 5% to those who pay up the demand within the prescribed limit should be introduced. The latter alternative will be more appropriate.

**15.41.** Our recommendation in the following para about matching grants for taxes actually collected will prove very effective in stepping up realisation of taxes.

#### **Matching grants for Taxes**

**15.42.** In order to provide incentive to these institutions for imposition of taxes and for ensuring better realisation of the taxes imposed, the State Government should give matching grants at the rate of 25% on the amount actually realised from the current demand of all optional taxes and on cess on land revenue at the increased rate over and above the compulsory minimum of 5%.

#### **Special Levies**

**15.43.** A Panchayat should have powers to make special levies for construction or repairs of works of general utility as provided at present under section 65 of the Rajasthan Panchayat Act, 1953. Recourse to such levy may become necessary now in view of our recommendations about people's contribution for schemes.

#### **Fees and Fines**

**15.44.** The Panchayat at present has powers to levy tax on drinking water supply and special tax for construction of public utility works. Levies which are imposed for certain services rendered are in the nature of fees.

It is in the fitness of things that Panchayat should have a right to charge fees for services rendered as also for certain other activities.

15.45. A Panchayat should have powers to charge the following fees:—

1. Fees for services rendered in respect of water-supply, drainage, street lightening and conservancy. In case these services are rendered by the Panchayat only to a part of the area, those persons or families who do not derive any benefit from the services should naturally be exempted from such fees.
2. Fees for the use of bus-stands provided by the Panchayat.
3. Fees for licences and registrations granted by the Panchayat for certain activities. We append a list of such licences which can be issued by the Panchayat at Appendix XXXIV.
4. Fees for temporary use of vacant land and sites.

15.46. The rates for such fees may be regulated by the rules framed by the State Government. Government should also lay down simple but clear procedure for issue of licences and charging of fees etc.

15.47. The fees leviable by a Panchayat Samiti or Zila Parishad will have to be limited. Such fees can be only in respect of appeals and applications submitted to these bodies.

### Non-tax Revenues

15.48. The scope of taxation as a means of raising resources is essentially limited. It is, therefore, very necessary to develop non-tax resources of the Panchayati Raj institutions. The Panchayats, Panchayat Samitis and Zila Parishads should be encouraged and helped to develop non-tax avenues. These institutions should be provided facilities for creating remunerative assets yielding regular income.

15.49. We suggest the following measures for developing non-tax resources of the Panchayati Raj institutions.

(1) *Sale of Abadi land*:—Abadi lands already vest in the Panchayats. Some of the Panchayats have made handsome income from sale of abadi sites according to a definite plan. There are, however, many Panchayats which have disposed of abadi lands at very nominal prices even when the price of residential sites in the neighbouring areas range very high. It is necessary that sale of abadi land is regulated according to a definite plan. An effort should be made to have master plans of all the villages. Actually some work has already been done in this direction. Services of the Overseer or Assistant Engineer should be made available by the Panchayat Samiti or Zila Parishad to the Panchayat on request. The pro

seeds of sale of abadi land which form capital income of a Panchayat should not be frittered away on recurring expenditure. They should instead be used for building up some remunerative assets e.g, construction of roads or culverts etc. Rules should be made regulating the utilisation of capital receipts from sale of abadi land.

(2) *Cattle pounds*.—Cattle pound and income therefrom have already been transferred to Panchayats in the State. All the Panchayats have their cattle pounds and derive income from it. Complaints have been received in some cases about irregularities in the management and maintenance of record and accounts of cattle pounds. Steps should be taken to make the inspection and supervision more effective.

(3) *Income from agricultural land*.—Most of the Panchayats in the State have been allotted 10 acres of agricultural land. The Panchayats which have not been allotted land so far, should be allotted land without delay. Some of the Panchayats have put this land to good use and have derived income from it, but majority of the Panchayats have still to develop this important source of revenue. We recommend that wherever land is available, more land, say, up to 15 acres, should be allotted. Special assistance should be given by the Government to develop this land.

(4) *Fisheries in ponds and tanks*.—Leasing of ponds and tanks, wherever they exist, forms a good source of income to Panchayats.

(5) *Income from grazing lands*.—The Panchayats are entitled to income from the natural growth of pasture lands declared as such. Panchayats can develop pasture lands and can get income from the sale of natural produce, from prunings of trees etc.

(6) *Unculturable un-occupied lands*.—At present all pathways in the village and fields have been transferred to Panchayats; but unculturable waste lands have not been transferred so far. We recommend that all unculturable unoccupied lands (Ghair Mumkin) should be transferred to Panchayats and they should be entitled to income of trees and natural produce in such land. The Panchayats should also have a right to cut down trees for fuel or timber from such unoccupied waste lands and pasture lands. Rules may, of course, be framed for regulating the cutting of trees. Such a right conferred on the Panchayats will encourage them to grow more trees on waste lands.

For the present we do not recommend transfer of unreserved forests and unoccupied culturable lands to Panchayats. But Panchayats should be helped to undertake plantation of forests on selected pieces of land.

They should be liberally subsidised in this activity and proper guidance and assistance should also be made available to them.

(7) *Remunerative assets and services.*—The Panchayats, Panchayat Samitis and Zila Parishads have powers to own property. They should within their resources, be helped to own remunerative assets e.g. shops, markets, hotels, cinema-houses, tractors, trucks, threshers, winnowers etc. Some of the Panchayats and Panchayat Samitis in Rajasthan have created permanent or semi-permanent sources of income by building shops and purchasing tractors and compressors. If a Panchayat or Panchayat Samiti owns a tractor or any other agricultural machine, it provides a welcome service to the people besides being a source of income to the institutions.

(8) *Bone Contracts.*—Bone collection contracts constitute an important source of income to Panchayat Samitis. Where the bid for collection contract is not adequate, the Panchayat Samiti may make its own arrangements for bone collection and disposal.

(9) *Profitable vocations and small scale undertakings.*—The Panchayati Raj Institutions, specially the Panchayat Samitis and Zila Parishads, should be permitted and helped to engage in non-speculative small scale business and industrial undertakings. The examples of such undertakings are plying of buses on routes, setting up of bone-crushing factory, rice pounding mill, flour-mill, oil-mill, brick-kilns etc. The Zila Parishad may take up even bigger medium size undertakings. The Panchayati Raj Institutions should develop public sector in the rural areas.

(10) *Laying of fruit orchards and vegetable farms.*—The Panchayat and Panchayat Samiti can develop fruit orchards and vegetable farms. This can prove an important source of revenue in case of Panchayats and Panchayat Samitis near the big cities and towns.

### Scheme of Grants and Loans

15.50. Under the present financial pattern, grants and loans are given to the Panchayat Samitis under Community Development and National Extension Service and other Heads to be spent according to the prescribed terms and conditions. Funds transferred to Zila Parishads relate to establishment cost and allowance to the Pramukh. Appendix XXXVI shows the amounts actually transferred to the Personal Deposit Account of Panchayat Samitis and Zila Parishads during the last three years under different heads. The grant-in-aid given to the Panchayats comes to Rs. 36 lacs annually.

15.51. An abstract of funds transferred by the State Government to these institutions during the last 3 years is given below:—

		(Rs. in crores).		
		1961-62	1962-63	1963-64
Funds transferred to Zila Parishads	..	0.05	0.05	0.05
Funds transferred to Panchayat Samitis	..	9.87	9.64	10.52
Funds transferred to Panchayats	..	0.36	0.36	0.36
TOTAL		10.28	10.05	10.93
Total State Revenue	.. ..	46.21	58.56	66.05
Percentage of State revenue transferred to Panchayati Raj Institutions		22.22%	17.16%	16.55%

15.52. The above table reveals that the State Government spends more than one-sixth of its total revenue through Panchayati Raj Institutions.

15.53. The present system of grants and loans to Panchayat Samitis suffers from the following demerits:—

- (1) Funds transferred are mostly earmarked for specific schemes and practically no discretion is left to the institution viz; the Panchayat Samiti in respect of utilisation of grants and loans. There is some latitude allowed to Panchayat Samitis in respect of use of Community Development funds, but that too is hedged in by so many conditions. In respect of other transferred schemes the Panchayat Samitis hardly have any discretion.
- (2) This rigidity in respect of allotment and utilisation of funds due to lack of discretion to make reappropriations according to local needs and conditions has marred the initiative of the institutions. It has often led to the situation where Panchayat Samitis have unutilised funds under one head despite deficits or demands under other heads. The balance in Personal Deposit Accounts of Panchayat Samitis are lying unutilised thus immobilising the scarce resources which should be put to the best use.
- (3) The present financial scheme of loans and grants does not have any scope for planning at the lower levels. When Panchayat Samitis cannot use funds transferred to them according to the local conditions and requirements, the process of planning becomes unreal. The process of planning from below can become real only if the local institutions have freedom to utilise the grants

and loans within certain broad limitations of national and State priorities.

- (4) The present pattern has resulted in an intricate system of accounting under multiple heads and sub heads and presents a confusing picture.
- (5) Amounts for the different transferred schemes are allotted by the departments; the allotments of funds, therefore, do not always turn out to be adequate. It has been felt that there has been no adequate appreciation of the local needs and conditions.
- (6) The quantum of funds provided for Community Development pattern varies from stage to stage. Now the entire area has been covered by the Community Development Blocks. A uniform pattern of establishment and minimum grant for development should be provided for all the Blocks.

15.54. There is a feeling widely shared by all concerned with Panchayati Raj and rural development that the local institutions should have a large measure of discretion in the use of funds allotted to them within the broad framework of national and State priorities. It is also recognised that a uniform pattern of grants and loans should be evolved. The institutions should be able to calculate in advance the amount which will be made available to them during the forthcoming year. There should be certain definiteness about allocation of funds. The process of allotment should be simple and free from complexities.

15.55. Keeping all these considerations in view, we recommend that the financial structure in respect of allotment of grants and loans should be evolved on the following lines.—

- (i) Those items of grants which are in respect of activities and works common to all areas where funds can be profitably transferred from one head to the other should be pooled together and distributed amongst the institutions on a uniform basis. Loans in respect of such items should also be pooled and distributed according to a uniform pattern. Such grants and loans may be called 'General Development Grant' and 'General Development Loans.'
- (ii) Grants and loans in respect of activities and schemes which are applicable only to certain specified areas or classes should be given to those areas on specified principles as 'Specific Grant' and 'Specific Loan'.



- (iii) Education is an important activity and at present accounts for more than 1/3rd of the total expenditure of Panchayati Raj Institutions. The funds for education should be allotted to the institutions on a uniform basis as 'Education Grant'.

### General Development Grants

15.56. In the present financial scheme, the State Government transfers an amount of Rs. 10 to 11 crores annually to Panchayati Raj Institutions of which over 90% goes to the Panchayat Samitis (*Vide* Appendix XXXVI).

15.57. The State Government gives grants totalling Rs. 36 lacs annually to the Panchayats. In our opinion this amount is very low and a higher grant should be made available on per capita basis to strengthen the Panchayats. We consider a minimum of Re. 1/- per capita necessary as recommended by the Santhanam Committee. We recommend that every Panchayat should be given a grant (which may be called 'General Development Grant') at the rate of Re. 1/- per capita on the basis of 1961 population. This Re. 1/- per capita grant should be shared equally by the State and the Central Government.

15.58. The Panchayat should meet the cost of its secretary from the General Development Grant. The remaining amount should be available to be spent by the Panchayat according to its discretion on production and social amenities programmes subject to the condition that amount spent on social amenities programme should not exceed 40% of the available balance. In case secretarial assistance is provided by the Government, the cost relating to the pay and allowances of the secretary will be deducted out of this grant.

15.59. Community Development and National Extension Service forms the largest single head under which grants are given to Panchayat Samitis. There are other grants which are given to all Panchayat Samitis under the departmental transferred schemes. On an analysis of the transfers of grants under different heads during the year 1962-63 and 1963-64, following grants are found to be such as can be pooled together:—

(Rs. in lacs).

Head		1962-63	1963-64
1. Community Development & National Extension Service	.. .. .	193.69	221.49
2. Agriculture	.. .. .	17.47	25.10
3. Animal Husbandry	.. .. .	25.38	22.50

4. Medical & Health	..	..	..	17.50	8.87
5. Statistics	..	..	..	0.62	..
6. Public Works	..	..	..	3.38	1.15
7. Ad-hoc grants	..	..	..	13.75	3.09
8. Pradhan's allowance	..	..	..	4.18	4.16
9. Share of land revenue	..	..	..	33.98	34.12
10. Free Fund	..	..	..	..	3.51
11. Forest	..	..	..	1.80	..
				311.75	323.90

15.60 The Panchayat Samitis thus get about Rs. 3.20 crores as grants under different heads which can conveniently and with certain definite advantages be pooled into one uniform grant. We recommend that every Panchayat Samiti should be given a uniform grant at the rate of Rs. 2/- per capita which should be called the General Development Grant. The General Development Grant should form the basis of revised schematic budget and should be shared equally by the State and the Central Government.

15.61. The General Development Grant, as stated above, will be given uniformly to all the Panchayat Samitis irrespective of the stage of the development blocks. The Panchayat Samitis which have not yet been converted into stage I of Community Development or which have not run the full course of 5 years of stage I will be comparatively at a disadvantage as compared to the Panchayat Samitis which have passed through stage I. In order to remedy this anomaly and to afford the advantage of intensive of development to these Panchayat Samitis also, we recommend that an additional grant called 'Adjustment grant' at the rate of Re. 1/- per capita of population should be given to these Panchayat Samitis to be spent by them in a pattern similar to General Development Grant.

15.62. The expenditure on establishment according to the sanctioned staffing pattern will constitute the first charge on the General Development Grant. The balance will be available to the Panchayat Samiti for production and social amenities subject to the condition that the expenditure on social amenities should not exceed 20 % of such balance. In respect of the smaller Panchayat Samitis (specially in tribal areas), the establishment expenditure may absorb major portion of the General Development Grant. Therefore, recommended that where the expenditure on establishment exceeds Re. 1/- per capita, an 'Additional Adjustment Grant' should be given to the Panchayat Samiti to the extent of such excess over and above Re. 1/- per capita.

## General Development Loans

15.63. The loan schemes are all with the Panchayat Samitis. The other two institutions viz. Zila Parishad and Panchayat do not have any loan scheme of their own. There are certain schemes which can be grouped together and funds allotted to Panchayat Samitis on uniform per capita basis. We recommend grouping of loans under the following heads.—

		(Rs. in lacs.)	
		1962-63	1963-64
1. Community Development and National Extension Service (Excluding staff quarters) ..		46.00	55.35
2. Agriculture.—			
(i) Agricultural Implements .. .. .	..	1.50	2.62
(ii) Fruit Development .. .. .	..	2.50	1.25
(iii) Local Manurial Resources .. .. .	..	0.70	0.70
(iv) Soil Conservation .. .. .	..	1.50	7.12
(v) Purchase of Bullocks .. .. .	..	..	10.00
3. Revenue Taccavi .. .. .	..	6.75	4.61
Total ..		58.95	81.65

15.64. It will be seen that the actual allotment under these heads in 1963-64 was Rs. 81 lacs. The allotment of General Development Loan to Panchayat Samitis should, therefore, be 50 Paise per capita. The General Development Loan can be utilised by the Panchayat Samiti on the production programmes which have been grouped in the grant. Where there is no scope for utilisation of loan under one head, the amount can be utilised for other items.

## Specific Grants

15.65. Specific grants should be available to Panchayat Samiti and Zila Parishad for the schemes and activities which have not been grouped in the General Development Grant. The specific grants will include the following purposes:—

(i) In case of Panchayat Samiti;

1. Co-operation.
2. Industries.
3. Social Welfare.
4. Local Development Works.

5. Utilisation of Rural Manpower.
6. Relief to Fire and Flood Sufferers.
7. Panchayat Samiti headquarter office.

(11) In case of Zila Parishad;

1. Establishment.
2. All activities enumerated in Annexure A to Chapter IX.

### Specific Loans

15.66. Specific loans will have to be granted to the Panchayat Samitis in respect of the following items:—

#### 1. Agriculture.—

A. Short term loans for seeds and fertilizers.

B. Medium term loans:

(i) Pumping sets.

(ii) Persian wheels.

C. Long term loans :

(i) Construction and repair of wells.

(ii) Repairs and construction of tanks.

(iii) Tube-wells.

2. Rural Manpower.

3. Minor Irrigation.

4. Rural Housing.

5. Staff quarters.

15.67. Specific grants and specific loans will be allotted by the State Departments from the departmental budget. There should, however, be objective criteria for allotment of these grants and loans. We suggest that allotment of specific grants and loans should be decided by a committee consisting of the Development Commissioner as Chairman and the Head of the Department concerned, Deputy Secretary, Planning and Joint Development Commissioner as members.

### Education Grant

15.68. Education is the primary responsibility of the Government. With the transfer of Middle Schools to the Panchayati Raj Sector, the State will be fulfilling its responsibility of elementary education through the local government institutions. It will be readily appreciated that a certain minimum uniform provision for education is necessary in respect of all areas of

the State irrespective of the difference of general economic development. This uniformity can be achieved by either per pupil or per capita allotment of funds. For education per pupil allotment of funds is obviously an appropriate method, but it suffers from the drawback that ensuring of accurate returns about admission and attendance in the rural schools is very difficult. Attendance in rural schools also varies widely in different seasons. We understand, a separate Committee on Primary Education is going into the subject in detail. We would, therefore, not go into the details of working out the per capita grant and would like to give our broad recommendations as follows:—

1. All Panchayat Samitis and Zila Parishads should be given a uniform grant for education for Primary and Middle Schools respectively, on per capita basis.
2. The education grant should be utilised by the Panchayat Samitis and Zila Parishads for meeting the pay and allowances of teachers and other expenses. In respect of other expenses, maximum limit per school should be laid down in case of newly opened and old schools. The expenditure on non-teacher costs over and above the maximum laid down, should be met by the Panchayat, Panchayat Samiti or Zila Parishad themselves.
3. Where the actual expenditure on education is already higher than the per capita grant, additional grant should be provided to make-up the deficit. Where the actual expenditure reached is lower than per capita grant, the Panchayat Samiti or Zila Parishad will be free to increase the enrolment or number of schools within the grant provided.
4. In addition to per capita grant, for expansion purposes per pupil grant may be given. The Committee on Primary Education is making detailed recommendations in this behalf.

### **Loan Finance to Panchayati Raj Bodies**

15.69. We have recommended that Panchayati Raj bodies should be empowered to undertake non-speculative small-scale business or industrial undertakings. These institutions have also to provide certain basic utilities to the people. For this purpose these institutions will require loans which ordinarily will be beyond ordinary capacity of Panchayati Raj. It is, therefore, necessary that loan finance is available to these bodies, empowering them to raise their own loans Government.

them loans on suitable terms and conditions for the following purposes :

1. Construction of public utilities *e.g.*.. water-works, drainage, electricity-supply etc.
2. Construction of shops, markets, cinema houses.
3. Owning tractors, threshers, winnowers, trucks and other agricultural implements.
4. Setting-up small-scale business or industrial units *e.g.* flour mills, oil-mills, bone-crushing factories, rice-pounding mills saw mills etc.
5. Acquisition and maintenance of bore-well units, blasting-units etc.

15.70. The Government should ensure proper and efficient utilisation of the loans granted. Expert advice and guidance for fulfilling the purpose for which loan has been granted should also be ensured.

15.71. At present the Panchayat Samiti has powers to raise loans. In the new pattern we recommend that the three institutions *viz.*, Panchayat, Panchayat Samiti and Zila Parishad should have powers to raise loans after previous approval of the Government. The State Government should guarantee the loans floated by Panchayati Raj bodies and should also ensure their proper utilisation by providing technical assistance and supervision and arrangements for their redemption.

15.72. In devising the financial pattern recommended above we have been guided by considerations of uniformity, certainty, simplicity and allowing a certain measure of discretion to local institutions. A summary of the financial pattern recommended is given in Appendix XXXVII.

---

## CHAPTER XVI

### BUDGETING AND ACCOUNTING

**16.1.** Proper system of budgeting and accounting is very important for the smooth and successful functioning of Panchayati Raj Institutions. The procedure of budgeting and accounting should be simple and fool-proof. A complicated and difficult system, it has been seen, leads to several complications and at times lands the official and non-official functionaries into trouble. In the last Chapter, we have recommended a uniform system of grants and loans. This should make the accounting and budgeting both simple and meaningful.

#### **Present System**

**16.2.** Before making our suggestions about the procedure of budgeting and accounting it would be worthwhile to narrate in brief the present system.

**16.3.** Consequent upon the introduction of Panchayati Raj in the State, the existing system of budgeting and accounting in the Development Blocks and at the State level was suitably modified to suit the needs of the Panchayati Raj Institutions. The system devised was conditioned to a large extent by the system of financial allocations in the shape of grants and loans from the State Government. In the three-tier set-up of Panchayati Raj in Rajasthan, the Panchayat Samiti is the principal executive institution. It is, therefore, natural that the needs of Panchayat Samitis have received the greatest attention and the present system of budgeting and accounting mostly relates to the Panchayat Samitis.

**16.4.** The provisions about budgeting and accounting in respect of Panchayats are contained in sections 63 to 68 of the Rajasthan Panchayat Act, 1953 and rules 289 to 317 of the Rajasthan Panchayat and Nyaya Panchayat (General) Rules, 1961. Provisions about budgeting and accounting in respect of Panchayat Samitis and Zila Parishads are embodied in sections 34 to 38 and 62 to 65 of the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 and the Rajasthan Panchayat Samitis and Zila Parishads (Financial, Accounts and Budget) Rules, 1959.

**16.5.** The procedure of budgeting and accounting in respect of the three institutions *viz.*, Panchayat, Panchayat Samiti and Zila Parishad is described in the following paragraphs.

## Panchayat

16.6. There has to be established and maintained a fund known as the Panchayat Fund for each Panchayat. All moneys received by the Panchayat by way of grants, loans, taxes, fees, fines, income from other sources and contributions etc. have to be credited to the Panchayat Fund. Withdrawals from the Panchayat Fund are made for making payment of the charges and expenses incidental to the matters relating to functions of Panchayats.

16.7. The Panchayat Fund has to be lodged in the Government Treasury or Sub-Treasury or in a Post Office Savings Bank or a Scheduled Bank, approved by the State Government. The Sarpanch of the Panchayat can keep with him an amount up to Rs. 250/- in cash.

16.8. The Panchayat has to prepare an annual budget of its estimated receipts and expenditure for the financial year and submit it to the Panchayat Samiti for approval. The Panchayat Samiti sanctions the budget of the Panchayat after scrutiny and with such modifications as may be deemed necessary. The Panchayat can incur expenditure only to the extent it is provided in the sanctioned budget. No expenditure which is not provided in the sanctioned budget can be incurred by the Panchayat without previous sanction of the Panchayat Samiti. Following time schedule has been laid down to be adhered to strictly in the preparation and scrutiny of the budget estimates of Panchayats:—

- (a) Last date for finalising the budget after it has  
been examined by the members of Panchayat      15th January.
- (b) Last date for submission to the Panchayat  
Samiti for sanction      ..      ..      .. 20th January.
- (c) Last date for returning the budget estimates  
to the Panchayat duly sanctioned      ..      .. 20th March.

16.9. The Panchayat can re-appropriate the amount from one Head to another subject to the condition that due provision is ensured for obligatory services and liabilities of the Panchayat and prior sanction of the Panchayat Samiti is obtained in case the amount proposed to be re-appropriated exceeds Rs. 100/-.

16.10. The responsibility for maintenance of proper accounts has been cast on the Sarpanch. The Sarpanch makes all payments and receives all moneys on behalf of the Panchayat. He is responsible for the safe custody of the Panchayat Fund. All transactions of the Panchayat should be



accounted for without delay. The entries in the cash book and other books of accounts have to be supported by proper receipts and vouchers. The books of accounts prescribed for a Panchayat are as follows:—

1. Cash Book.
2. Ledger.
3. Register of Revenues.
4. Stock Register.

**16.11.** Though Panchayats are not required to send any periodical statement of accounts or returns to any authority, it has been made incumbent on the Sarpanch to put up a monthly statement of accounts for consideration in the meeting of the Panchayat together with the books of accounts, vouchers and receipt book. The monthly account is adopted by the Panchayat by a resolution after going through necessary records and registers placed before it.

**16.12.** The accounts of the Panchayats are audited annually by the Examiner, Local Fund Audit. The Panchayat has to submit a compliance report of the audit within 2 months of the receipt of the audit report to the Panchayat Samiti which forwards it to the Collector with its comments. The Collector may or may not accept the explanation of the Panchayat and recommendations of the Panchayat Samiti and in the latter case, he is empowered to issue orders for recovery of money from the person held responsible for causing loss to the Panchayat by negligence or misconduct.

#### **Panchayat Samiti and Zila Parishad**

**16.13.** The system of budgeting and accounting prescribed for Panchayat Samiti and Zila Parishad is more or less identical. There is, however, no elaborate budgeting and accounting in the Zila Parishad because the Zila Parishad does not have executive functions or sizeable funds for utilisation. The provisions of the Act and Rules in respect of budget and accounts, therefore, apply in practice to Panchayat Samitis only.

**16.14.** The Panchayat Samitis and Zila Parishads also have to establish and maintain a fund known as Panchayat Samiti Fund or Zila Parishad Fund respectively. All receipts of the institution from different sources are required to be credited to the Fund. The Fund is utilised for making payments for duties and functions of the institution prescribed in the Act and such other purposes as may be prescribed by the Government.

**16.15.** The Panchayat Fund or the Zila Parishad Fund has to be kept in the Government Treasury or Sub-Treasury. There is no option to these

institutions to keep their money in a Post Office Savings Bank or in a Scheduled Bank as in the case of Panchayats. The State Government transfers funds in the shape of grants and loans to the P. D. Account (Personal Deposit Account) of the Panchayat Samiti or Zila Parishad in the Treasury or Sub-Treasury. The income received by the Panchayat Samiti and Zila Parishads from other sources also is required to be credited in the P. D. Account. The P. D. Account is operated by the Vikas Adhikari of the Panchayat Samiti or the Secretary of the Zila Parishad by means of cheques on the basis of bills.

16.16. The Vikas Adhikari of a Panchayat Samiti and the Secretary of a Zila Parishad are required to prepare annual budget of the estimated income and expenditure of the institution in the prescribed proforma. The budget so prepared by the Vikas Adhikari/Secretary is placed before the Panchayat Samiti/Zila Parishad. The budget estimates have to make suitable provisions for such services as may be required for the fulfilment of the statutory duties imposed on the institution and for payments as they fall due of all instalments of principal and interest of loans. It is also required by the rules that the Panchayat Samiti and the Zila Parishad budget must have a closing balance of Rs. 5,000 and 10,000 respectively.

16.17. The budget of the Panchayat Samiti as finally passed by the institution has to be submitted to the District Development Officer who after his scrutiny places the same before the Zila Parishad. The budget of the Zila Parishad similarly after it has been passed by the institution has to be submitted to the State Government. The Zila Parishad in case of the budget of the Panchayat Samiti and the State Government in case of the budget of the Zila Parishad may suggest modifications to the budget in order to ensure adequate provision for giving effect to the provisions of the Act; the Panchayat Samiti or the Zila Parishad consider the modifications suggested and pass the budget with such modifications as are deemed necessary. It would thus be seen that the State Government and the Zila Parishad can make suggestions in respect of the budget of the Zila Parishad and Panchayat Samiti but the suggestions are not binding on these institutions.

16.18. The Rajasthan Panchayat Samitis and Zila Parishads (Financial Accounts and Budget) Rules, 1959 have laid down the budget calendar for the Panchayat Samitis and Zila Parishads as under:—

- |  |                   |
|--|-------------------|
| Panchayat Samiti   |                   |
| (1) Last date for submission of the budget estimates to the Panchayat Samiti by Vikas Adhikari | .. 15th February. |
| (2) Last date by which it should reach the District Development Officer .. .. .                | .. 28th February. |

- (3) Last date of submission of budget by District Development Officer to Zila Parishad .. .. 10th March.
- (4) Last date for returning the budget estimates to the Panchayat Samiti .. .. 25th March.

### Zila Parishad

- (1) Last date for submission of budget estimates by the Secretary to the Zila Parishad .. 15th February
- (2) Last date of submission of budget to Government 28th February
- (3) Last date for the return of the budget to Zila Parishad .. .. 25th March.

**16.19.** The Panchayat Samiti/Zila Parishad have powers of re-appropriation of funds from one head to another head subject to the following restrictions :—

- (1) No funds can be transferred from one major head to another major head except in case of C. D. schematic budget.
- (2) Funds provided in C. D. schematic budget cannot be transferred to schemes of other Departments even within the same major head.
- (3) No scheme, institution and service etc. which are obligatory for Panchayat Samiti/Zila Parishad to execute, maintain and pay for should be left unprovided for.
- (4) The C. D. schematic budget can be modified according to the requirements of a Panchayat Samiti subject to the following restrictions:—
  - (a) Ceiling prescribed under recurring and non-recurring, loans and other than loans and expenditure on staff cannot be exceeded.
  - (b) Amount provided for production programmes cannot be diverted to non-production programmes.
  - (c) Loan amount cannot be used for grants and *vice versa*.

**16.20.** Regarding utilisation of funds from own income, no specific rules have been framed. The income can be utilised for the schemes which are implemented by the Panchayat Samiti after they are technically approved by the concerned departments.

**16.21.** The funds are allotted to the Panchayat Samiti/Zila Parishad on the basis of C. D. schematic budget and departmental schemes by the concerned Heads of Departments. The intimation of such allotments is

sent to the Joint Development Commissioner and the Panchayat Samitis by the department concerned. The Joint Development Commissioner consolidates these allotments Panchayat Samiti-wise and moves the Finance Department for transfer of funds to the P. D. Accounts of Panchayat Samitis/Zila Parishads. The Finance Department orders release of funds. The funds are then transferred to the P. D. Accounts of the Panchayat Samitis/Zila Parishads by the Treasury Officer on the authorisation received from the Accountant General. In other words, the transfer of funds to the institutions takes place through the Development Department with the concurrence of the Finance Department and on the authority of Accountant General, Rajasthan.

16.22. The receipts of own income are also credited to the P. D. Account. The taxes imposed by Panchayat Samiti and instalments of loans towards recovery are realised through the revenue agency. The Tehsildar deposits the money in the P. D. Account periodically under intimation to the Panchayat Samiti. The moneys directly received by the Panchayat Samiti are also required to be deposited in the P. D. Account immediately.

16.23. The funds transferred by the State Government in the P. D. Account of the Panchayat Samiti/Zila Parishad do not lapse at the close of financial year. Government treats it as an expenditure as soon as transfer of funds is effected; and the Panchayat Samiti/Zila Parishad is free to utilise them without any limitation in respect of financial year. Recently instructions have been issued that progress of expenditure will be reviewed every year after the close of the first quarter (April-June) of the next year and unspent balances of the previous year will be adjusted in the subsequent year's allotment.

16.24. The books of accounts required to be maintained by the Panchayat Samiti/Zila Parishad are as under:—

*By Panchayat Samiti:—*

- (1) Cash Book.
- (2) Classified Abstract of Receipts and Expenditure.
- (3) General Ledger.
- (4) Demand Collection Register.
- (5) Register of Loans Repayments.
- (6) Register of Works.
- (7) Imprest Cash Book.
- (8) Investment Register
- (9) Register of Grants-in-aid.
- (10) Register of Securities.

: *Parishad* :—

1) Cash Book.

2) General Ledger.

It is the responsibility of the Viakas Adhikari of Panchayat Secretary of Zila Parishad to maintain the prescribed books of

All transactions made by Panchayat Samiti/Zila Parishad are to be entered in proper books of accounts without delay. The 1 the Cash Book have to be supported with proper vouchers and The receipts and expenditure have to be classified into plan and 1 recurring and non-recurring under various prescribed heads and ds.

6. The Panchayat Samiti and Zila Parishad have to submit quarterly ent of account to the Collector and the Development Department in scribed form. The Vikas Adhikari is also required to send quarterly liture statement to the concerned District Level Officers. The accounts aquired to be reviewed by the Panchayat Samiti/Zila Parishad every year. At the end of the year, an annual statement of account in the ribed proforma has to be prepared and submitted to Development ariment through the District Development Officer.

16.27. The audit of the accounts of Panchayat Samiti/Zila Parishad onducted every year by the Examiner, Local Fund Audit Department, accordance with the provisions of Rajasthan Local Fund Audit Act, 1954 d Rajasthan Local Fund Audit Rules, 1955. In addition to this, Account- nt General, Rajasthan may also conduct a test audit of these bodies.

16.28. The audit report is required to be attended to promptly and a ompliance report has to be submitted with the least possible delay. The District Development Officer to whom a copy of the audit report of the Panchayat Samiti is sent, has to see that the irregularities pointed out in audit are promptly attended to and rectified.

16.29. The controlling authority (i. e. the Development Commissioner) may after considering the recommendations of the Examiner, Local Fund Audit and after such further enquiry as may be necessary, disallow any item of expenditure which appears to be contrary to law, and order for the levy of surcharge of the sum from the person or persons responsible for making illegal payment or for causing deficiency, waste or loss to the insti- tution by his/their gross negligence or misconduct. The person or persons so held responsible may apply to the State Government or to a civil court against the orders of recovery.

16.30. The Development Department has an elaborate machinery at the State level which is engaged in maintaining Panchayat Samiti-wise accounts. The department is also responsible for maintaining loan accounts and for reconciliation of expenditure with the books of the Accountant General. It has also six internal check parties which periodically visit Panchayat Samitis/Zila Parishads and give them guidance.

#### Need for improvement

16.31. The procedure of budgeting and accounting was evolved on the basis of the Panchayati Raj set-up and the financial pattern at the time of introduction of the scheme. The functioning of Panchayati Raj Institution during the last 4-1/2 years has brought to the fore several difficulties and drawbacks of the system in vogue. The present system of budgeting and accounting has been found to be wanting in the following respects:—

- (1) There is delay in the indication of funds likely to be made available to the Panchayat Samitis/Zila Parishads.
- (2) Sometimes the allotments indicated to the institutions are not transferred in full. These factors lead to an uncertainty and render the process of budgeting unreal.
- (3) The system of transfer of funds is circuitous and dilatory. It involves three stages viz., (i) intimation to Development Department, (ii) concurrence of the Finance Department, and (iii) authorisation by the Accountant General.
- (4) Funds to the Panchayati Raj Institutions are transferred under numerous heads and these institutions are required to maintain accounts separately for each head of expenditure. Grants and subsidies received for the same purpose from different sources have to be separately accounted for. This renders the task of accounting very difficult and complicated.
- (5) The allocation of receipts and expenditure under plan and non-plan, recurring and non-recurring also creates complications in the accounting procedure.
- (6) The difference in the pattern of assistance in similar schemes of different departments also creates complications in the maintenance of accounts.
- (7) A large number of registers and account books have been prescribed. A number of prescribed and *ad hoc* returns have to be sent by the Panchayat Samitis. With the existing staff it is not possible to maintain all these registers properly.

16.32. We feel that the present state of accounting of the Panchayati Raj Institutions cannot be called to be entirely satisfactory. The present

system of budgeting and accounting is rather complicated and needs much improvement by way of simplification and standardisation.

16.33. We have gone into the present system of budgeting and accounting and we are of the opinion that with the growth of these institutions and increase in scope of their activities, this aspect of administration in these institutions requires careful attention. The importance of accounting is likely to be underrated in the beginning but this generally results in very serious complications in the later stages. A good and efficient system of accounting should not only be simple but should at the same time ensure prevention of financial irregularities and their detection at sufficiently earlier stages. Keeping these considerations in view, we think, improvements in the present system are necessary in the following directions:—

(1) The procedure should be simple and should be within the comprehension of the personnel available to these institutions. The forms prescribed should be self-explanatory.

(2) Prompt transfer of funds to these bodies should be ensured.

(3) The procedure of disbursements of grants and loans should also be simplified. It has been found that the present system of payment of grants and loans is dilatory. Following suggestions are offered in this connection:—

(i) The Village Level Worker should be required to complete the formalities about his enquiry and report within a fortnight of the receipt of applications received by him directly or transmitted to him from the Panchayat Samiti.

(ii) All applications for grants, subsidies and loans should be registered in the order in which they are received.

(iii) Vikas Adhikari and Extension Officer concerned would be required to complete their scrutiny within a fortnight of the report of the Village Level Worker.

(iv) Applications should be taken up for sanction in the order in which they are registered, keeping in view the priorities and preferences which should be clearly laid down.

(v) Sanction of loan or subsidy should be communicated to the applicant. A date should be given on or after which the person concerned could come to receive payment. The Vikas Adhikari should see that no avoidable delay or harassment occurs in the disbursement of loans and grants.

(vi) The system of disbursement of loans and subsidies on the spot should be discouraged as it is likely to be misused.

- (4) The basis of allotment should be certain and uniform so that the institutions are reasonably aware about their probable allotments.
- (5) The heads of account under which the receipts and expenditures are to be classified should be as few as possible so that the accounting is rendered less cumbersome.
- (6) The forms of budget, accounts and financial returns should be simplified. Columns in the forms should be self-explanatory and where they are not so, explanatory notes should be appended at the bottom of the forms in order to ensure correct preparation and maintenance of the accounts and returns.
- (7) It is very important to provide trained accounting personnel to the Panchayati Raj bodies. Our recommendations in respect of the staffing pattern of Zila Parishad and Panchayat Samitis take into account this necessity. It should be ensured that sanctioned staff is posted to these institutions without delay and vacancies are not allowed to continue for long time.

16.34. In the previous chapter we have recommended a financial pattern of grants and loans which will ensure a certain minimum funds to these institutions for general development. It would have the effect of giving a certain measure of certainty in the matter of financial allotments and discretion to the institutions in respect of utilisation and will, to that extent, help the process of budgeting and accounting. Besides the general improvement in the system as a result of the new financial pattern envisaged, we are giving suggestions in the following paras for bringing about improvements in respect of (1) budgetary procedure, (2) mode of transfer of funds, (3) accounting procedure, and (4) audit.

#### Budgetary procedure

16.35. The resources of the Panchayat, Panchayat Samiti and Zila Parishad have been discussed in detail in the previous chapter. In the new financial scheme the three institutions will have their definite resources. The budgeting in all these institutions will, therefore, assume importance.

16.36. Budget of an institution is an important financial document and it should reflect the financial position of the institution clearly. All receipts and expenditure of the institution should find a place in the budget. Grants and loans received from the higher level and grants given to the lower bodies should be shown as such in the budgets of both the institutions.



**16.37.** Another important thing about the budget of Panchayati Raj Institutions is that the budget of higher body should also show (by means of an appendix) the consolidated estimates of income and expenditure of the lower bodies in an abstract form; that is to say, the budget of the Panchayat Samiti should show the consolidated budgetary position of the Panchayats and the budget of Zila Parishad should show the budgetary position of Panchayat Samitis and Panchayats. A consolidated statement of budgets of Panchayati Raj Institutions in the district should also be prepared which could form the basis of statement of total budgetary position of Panchayati Raj Institutions in the State. Such a system will reveal the over-all budgetary position of the Panchayati Raj Institutions. While consolidating the budgetary position, adjustments will be necessary to avoid double counting in respect of loans and grants from higher to lower bodies.

**16.38.** The budget of the Panchayat should be a comparatively simple affair. In order to give effect to the financial scheme recommended and with a view to simplification and standardisation, we are giving an amended proforma of the Panchayat Budget in Appendix XXXVIII.

**16.39.** The budget of the Panchayat Samiti and Zila Parishad should be formulated in a way so as to give a complete picture of the receipts and expenditure of the institution under various heads. The budget of Panchayat Samiti/Zila Parishad will have to be in the following parts:—

1. Abstract of Budget Estimates.
2. Budget Estimates of Receipts.
3. Budget Estimates of Expenditure.
4. Details of Expenditure on Establishment.
5. Consolidated Budgetary Position of Panchayats/Panchayat Samiti (in abstract form).

**16.40.** The heads of receipts and expenditure should be the same in both the institutions and should follow the following principles.—

1. Income from grants from the State Government—general and specific. should be separately shown.
2. Income from own resources should be shown separately.
3. Loans and advances should be separately shown on both receipts and expenditure side.
4. Heads of expenditure should be according to departments and should be as few as possible. They should follow the heads in the State budget.

16.41. In case of Panchayat Samiti the general development pattern which we have recommended will be more comprehensive than the community development schematic budget. The community development schematic budget should be replaced by the revised schematic budget. The Panchayat Samiti will have complete discretion in respect of utilisation of the General Development grants and loans. The present uncertainty about establishment will also be removed as the staffing pattern according to sanctioned pattern will become permanent and will be the first charge on the General Development grant which will be given on per capita basis.

16.42. In regard to specific schemes of the Departments which require adherence to terms and conditions, special grants and loans will be available to the Panchayat Samiti and Zila Parishad. These grants and loans will be allotted directly by the Departments.

16.43. On the expenditure side, there need not be sub-division of expenditure according to the source from where the funds are received. Instead, there may be four columns on the expenditure side to show expenditure out of (i) General Development Grant/Loan, (ii) Specific Grant/Loan, and (iii) Own sources of Panchayat Samiti/Zila Parishad, and (iv) Total.

16.44. We have devised new forms for the budget of Panchayat Samiti/Zila Parishad which are given in appendix XXXIX.

16.45. With regard to the approval of the budget of the Panchayati Raj Institutions by the higher body or higher authority we consider it necessary only in case of Panchayats. In respect of Panchayat Samiti and Zila Parishad we do not consider it necessary because they have executive officers belonging to the Class I State Service who are expected to guide and advise the institutions and to adhere to the financial principles laid down by the Government from time to time. We, therefore, recommend that the budget of the Panchayat should be approved by the Panchayat Samiti with or without modifications. In case the budget of the Panchayat is not returned by the Panchayat Samiti duly approved within one month of its submission, the Panchayat should be free to go ahead with the expenditure proposed in the budget. The Panchayat Samiti and Zila Parishad should have powers to pass their own budget; they should, however, be required to submit the budget to the higher level i.e., the Zila Parishad or the State Government for information and consolidation. In case there has been departure from the prescribed conditions or inadequate provision

in respect of any statutory duty, the State Government should be given powers to issue directive for correcting the anomaly. With the wide discretion of the Panchayat Samiti in respect of utilisation of fund and clearly defined terms and conditions in respect of specific schemes, we think, there will be no occasion for violation of principles by Panchayat Samiti/Zila Parishad and interference by the State Government.

### Mode of Transfer of Funds

16.46. The receipts of the Panchayat Samitis and Zila Parishads consist mainly of two categories viz., funds placed at the disposal of these bodies by State Government and funds raised from taxes and other sources by these bodies themselves.

16.47. There is no difficulty in regard to funds raised from their own resources. The revenue agency collects the amounts and deposits them in the P. D. Account of the concerned institution. The present arrangements should continue. Where taxes are shared by two or more institutions, the revenue authorities should directly deposit the shares of the respective institutions in the P.D. Account (in case of Panchayats with the institution).

16.48. The transfer of funds by State Government has, however, presented some difficulties. We recommend the following procedure which, we hope, would considerably improve the situation:—

- (1) Tentative allocations should be indicated by the Heads of Departments by 15th December. By this time Plan allocations are also finalised. On the basis of tentative allocations, the Panchayats/Panchayat Samitis/Zila Parishads should start the process of formulation of their budget estimates. It should be the responsibility of the Heads of Department to see that indications of financial allotment are communicated in time.
- (2) As soon as State budget is passed by the legislature, final allocations along with sanction for transfer of funds should be issued by the Heads of Departments concerned. On the basis of sanctions the Treasury Officer should credit into the P. D. Accounts funds in the following manner.—
  - (i) Per capita grant which will include establishment charges in a lump sum immediately after the sanction is issued.
  - (ii) Specific purposes grants and *ad hoc* grant on quarterly basis.
  - (iii) Loans in two instalments i.e., in April and October.

- (3) For release of funds sanction of Finance Department or authorization from Accountant General should not be necessary. There is no need to bring Development Department in the picture for release of funds. Intimation of allocations and copies of sanctions should, however, be invariably sent to Development Department for consolidation and review. Heads of Departments shall continue to be controlling authority as at present. It will be their responsibility to watch progress and ensure utilization of the funds.
- (4) At the end of March every year the Panchayat Samiti/Zila Parishad will prepare an annual account giving details of expenditure and will send relevant extracts to the Heads of Departments concerned. A consolidated statement of accounts will be sent to the Development Department. This would be done after reconciliation with the concerned Treasury Officer.

#### Accounting Procedure

16.49. Accounting procedure is a matter of detail and should be thorough and at the same time simple. We do not propose to go into the detailed procedure of accounting due to limitations of time and scope and will state here only certain basic considerations. We recommend that a separate small working group may study in detail the present accounting procedure and recommend new procedure and devise simplified forms etc. in the light of our recommendations. Following basic considerations should be kept in view in connection with the accounting procedure:—

- (1) The procedure of accounting should follow the heads under which budget receipts and expenditure are grouped.
- (2) Procedure should be such as would facilitate reconciliation of accounts.
- (3) The proforma of Cash Book and Ledger should be simplified.
- (4) The proforma of statements and returns also should be suitably amended to match the books of accounts maintained.

#### Submission of Returns

16.50. In order to watch the progress of expenditure these bodies should send the quarterly statement of accounts to the concerned District Level Officers and Heads of Departments and a consolidated statement to the Chief Executive Officer and the Development Department.

16.51. Similarly, at the end of the year, Annual Accounts in the prescribed proforma will be prepared by these bodies and sent to the concerned District Level Officers and Heads of Departments and consolidated

statement to the Chief Executive Officer and the Development Department.

16.52. The Heads of Departments will be responsible for reconciliation of their accounts received from the Panchayat Samitis/Zila Parishad with the books of the Accountant General and intimate the final position to Development Department.

#### Need for Trained Accounts Personnel

16.53. The system as proposed above can be useful only when the personnel working understand it fully and work it out faithfully. There is, therefore, an urgent need for strengthening the accounts staff of the Panchayat Samiti/Zila Parishad. They should be imparted proper and intensive training.

16.54. Frequent transfer of Accountants and keeping such posts vacant for long periods frequently hamper the satisfactory maintenance of account to a substantial degree. We would, therefore, suggest that the authorities should be aware of the importance of accounting aspect and should help the Panchayat Samiti/Zila Parishad in this matter by providing suitable staff.

16.55. We would also emphasise the need of constant and regular supervision on accounting and budgeting matters. We have proposed in Chapter IX, the appointment of a Finance and Accounts Officer in the Zila Parishad. It will be his responsibility to ensure periodically by means of his inspection and visits, that the standards of accounting and budgeting are properly maintained.

#### Audit

16.56. The present system of audit is centralised one. The authority in respect of compliance of audit objections is also centralised at the State level. As stated earlier, large number of audit objections have accumulated. We have recommended in the Chapter on 'Control and Supervision' that audit of Panchayati Raj Institutions should be decentralised and strengthened. Examiner, Local Fund Audit will continue to be the controlling authority of the audit.

16.57. We are also recommending that the powers of ordering surcharge after considering the audit report may be vested in the Collector in case of Panchayats and Panchayat Samitis, and in the Examiner, Local Fund Audit in case of Zila Parishad.

16.58. These measures for decentralisation of the audit machinery and powers of accepting compliance or taking action for recovery of amount of loss will help in toning up the system of audit and will also expedite removal of audit objections. Nearness of the audit machinery will certainly add to its efficiency and efficacy.

## CHAPTER XVII

### RECRUITMENT, PLACEMENT, PROMOTION AND DISCIPLINARY CONTROL OF SERVICES

17.1. Services play an important role in the functioning of local government institutions. The institution generally lays down the policies and directions and execution thereof is left to services. The successful and effective execution of policies and works depends upon the quality of services. Services provide continuity in the functioning of the institutions.

17.2. The recruitment, placement, promotion and disciplinary control of the services, therefore, assume very great importance and should be governed by certain accepted principles. These principles are:

1. The recruitment of services should ensure promptness, objectivity and right selection for different posts. The requirements of the job should be kept in view while making recruitment for different posts. It is also necessary that the machinery of recruitment inspires general confidence in people. Uniformity all over the State in respect of qualifications and service conditions etc., has also to be ensured.
2. While devising machinery for recruitment, promotions and disciplinary control the most important objective to be kept in view is to insulate and protect services from political and local influences. The services should not be driven to a situation where they consider it expedient to align themselves with local groups and influential persons. Such a position may often lead to inefficiency and demoralisation in the services.
3. The disciplinary control of services should be immediate and effective. There should not be any vagueness about the line of command.

#### Service in Panchayati Raj

17.3. Services in Panchayati Raj consist of two categories viz., (1) officers and employees who are on deputation from the State Government to the Panchayati Raj Institutions and (2) services encadred in the Jasthan Panchayat Samiti and Zila Parishad Service. The recruitment, promotions and control of services in category (1) are within the purview

of the State Government. There are provisions about consultations with the head of the institutions in case of transfer of these services. Recruitment, promotions and disciplinary control in case of services of category (2) are within the purview of Panchayati Raj bodies themselves and are controlled by the Rajasthan Panchayat Samiti and Zila Parishad Service Commission at the State level, and the District Establishment Committee at the District level.

17.4. Services on deputation from the Government to Panchayati Raj bodies at present are:—

1. Secretary of Zila Parishad.
2. Assistant Secretary of Zila Parishad.
3. Vikas Adhikari of Panchayat Samiti.
4. Extension Officers viz., Agriculture Extension Officer, Animal Husbandry Extension Officer, Education Extension Officer, Co-operative Extension Officer, Industries Extension Officer and Overseer in Panchayat Samitis.
5. Accounts clerks in Panchayat Samitis.

17.5. As a result of our recommendations in respect of Zila Parishad and Panchayat Samiti, certain District Level Officers, viz., Executive Engineer/Assistant Engineer, District Agriculture Officer, District Animal Husbandry Officer, Dy. Inspector of Schools and District Social Welfare Officer will be on deputation to the Zila Parishad from the State Government. Finance and Accounts Officer of Zila Parishad and Accountants will also come under this category.

17.6. Following categories of staff have been encadred in the Rajasthan Panchayat Samiti and Zila Parishad Service viz.,—

1. Gram Sewaks.
2. Gram Sewikas (Post abolished now).
3. Teachers in Primary Schools.
4. Ministerial Establishment.
5. Fieldmen.
6. Stockmen.
7. Vaccinators.

17.7. State Government have powers to add to these categories in the service. As a result of our recommendations the post of Nyaya Panchayat Secretaries and Panchayat Secretaries also will have to be encadred

in this service. We recommend that the service should be called Rajasthan Panchayati Raj Service instead of the present name of Rajasthan Panchayat Samiti and Zila Parishad Service.

### Recruitment

17.8. Under the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 a service Selection Commission has been constituted at the State level which consists of three members of whom one is the Pramukh of Zila Parishad of the district for which selection is made and other two permanent members are appointed by the Government. Of these two members one member is to be an officer of the Government, whether retired or in active service. The Commission is entrusted with the work of selecting persons for appointment to Rajasthan Panchayat Samiti and Zila Parishad Service for each district. It is also authorised to effect inter-district transfers.

17.9. There is provision for constitution of District Establishment Committee in each District consisting of one of the permanent members of the Commission as Chairman and the Pramukh and the Collector as members. The District Establishment Committee is empowered to extend the term of persons appointed temporarily and to regulate promotions and transfers within the district. It also advises the Panchayat Samiti in respect of disciplinary matters.

17.10. For the selection of the personnel of above categories, one member of the Commission visits different districts and selections are made at the district level. What has been functioning, therefore, is actually a selection committee at district level. It has been found that a lot of delay takes place in making these selections. The selections are made in a great hurry and considerable difficulties are experienced in constitution of the Committee and making references and back references. From the replies received to our questionnaire and the discussions we have held with different functionaries of Panchayati Raj Institutions, we found that the system of Selection Commission at the State level is not functioning to the satisfaction of all concerned and we feel that there is need for decentralising the selection of these categories of personnel for Panchayati Raj bodies. Before the introduction of Panchayati Raj, all these categories of staff were being selected by the District Level Officers and there is hardly any necessity of constituting a State Level Selection Commission for this purpose. A Committee at the district level should be able to do this work. Already these selections are being made by district level committees in some of the States.



17.11. We, therefore, recommend that District Selection Committees should be constituted at the district level which should consist of the Pramukh of the Zila Parishad, Collector of the District and Chief Executive Officer of the Zila Parishad. The Pramukh should be the Chairman of Committee and the Chief Executive Officer should work as Member-Secretary. The District Level Officer concerned should also be associated with the Selection Committee as a member for selection of staff of his Department. This Committee should be able to make selections for all the posts encadred in Panchayati Raj Service. It will have the advantage of continuous functioning as all the members of the Committee will be available at the district headquarters.

17.12. Appointments to the posts will be made by the Chief Executive Officer from the list of approved candidates prepared by the District Selection Committee. If no such list has been prepared or if the list has been exhausted and there is urgent necessity of appointing staff the Chief Executive Officer and the Vikas Adhikari should have powers of making temporary appointments after prior approval of the Committee on Administration of the Zila Parishad or Panchayat Samiti for a period of six months or till selected candidates are available, whichever is earlier.

17.13. As regards transfers within the district, the District Selection Committee should be empowered to effect such transters. Inter-District transfers may be effected by the State Government.

17.14. With the constitution of District Selection Committees in each district, it will not be necessary to have a Service Selection Commission at the State level. The District Selection Committee will look to the selection of candidates and transfers within the District. Inter-District transfers and promotion policy will be decided by the State Government. Higher categories of staff should be recruited by the State Public Service Commission as heretofore. If any other category of staff is encadred in the Panchayati Raj Service, the recruitment of that category of staff should also be done by the District Selection Committee.

### Disciplinary Control

17.15. At the Panchayat level, Panchayat is empowered to take action against its employees. At present except part-time or whole-time Secretary there is no other employee of the Panchayat. Appeal against the order of the Panchayat lies to the Collector.

17.16. At the Panchayat Samiti level, disciplinary control over the employees of the Panchayat Samiti has been vested in the Standing Committee

dealing with administration. Vikas Adhikari of the Panchayat Samiti has been empowered to impose all kinds of penalties in disciplinary matters on Class IV Services. In case of Class IV Services in the Zila Parishad, Secretary, Zila Parishad has powers to inflict such penalties. Vikas Adhikari has been also authorised to impose penalties of censure on all the employees of the Panchayat Samiti encadred in the service. Similar authority has been given in respect of employees of the Zila Parishad to the Secretary, Zila Parishad. The penalty upto stopping of only one grade increment can be imposed by the Standing Committee of the Panchayat Samiti or the Zila Parishad on their respective employees. Other penalties are inflicted by the Zila Parishad or by the Standing Committee of the Panchayat Samiti in respect of their employees subject to prior approval of the District Establishment Committee.

17.17 Provision has been made for appeals against the disciplinary orders. Appeal from order of the Vikas Adhikari or the Secretary, Zila Parishad lies to the Panchayat Samiti or Zila Parishad as the case may be and is heard by the Standing Committee of the Panchayat Samiti on Administration or the sub-committee of the Zila Parishad. Appeals from orders of the Zila Parishad or the Standing Committee of the Panchayat Samiti involving stoppage of one grade increment only lies to the District Establishment Committee, while in case of orders involving higher penalties the appeal lies to the State Government.

17.18. Several difficulties have been experienced in actual practice in the working of the above system of disciplinary control.

1. Vikas Adhikari has been rendered almost helpless in ensuring discipline amongst the employees of the Panchayat Samiti. In the first instance, he is empowered to impose penalties of censure only on Panchayat Samiti employees which is a penalty of no great consequence when considered in the context of maintenance of discipline and securing obedience. Secondly, the provision for appeal is to a body so near and in the same institution; the Vikas Adhikari is, therefore, reluctant to take any action for fear of reversal of his order in appeal.
2. The employees have been allured to align themselves with the local groups in the Panchayat Samiti in orders to seek protection from disciplinary action.
3. When the powers of disciplinary control are with a body and decision is based on majority vote the result is not wholesome in case of service matters.

4. The officer who is answerable for effective implementation of the programme and policies should be given sufficient powers and authority over his team of workers. This has not been achieved under the present provisions regarding disciplinary control.

**17.19.** We have given considerable thought to this problem. We feel that services should feel quite secure against arbitrary action, but they should also have a fear that if they do not function properly, they are liable to be penalised. The functionary who is charged with taking work should also have sufficient powers of control. Keeping these basic considerations in view, we make the following recommendations in respect of disciplinary control at various levels.

**17.20.** The kinds of penalties which may be imposed on members of the Panchayati Raj Services may be the same as prescribed in the Rajasthan Civil Service (Classification, Control & Appeals) Rules, 1950 viz., (i) censure, (ii) withholding of increments or promotion (iii) recovery from pay of any pecuniary loss or part thereof, (iv) reduction to lower service, grade or post or to a lower time-scale or to a lower stage in the time-scale, (v) compulsory retirement on proportionate pension (vi) removal from service and (vii) dismissal from service. Of these, the first three penalties are termed as minor penalties and those from (iv) to (vii) come under major penalties.

### **Panchayat**

**17.21.** We have separately recommended that at Panchayat level, Secretary of the Panchayat should belong to the Panchayati Raj Service. He will be under the administrative control of the Panchayat; but the Panchayat will have no power to impose any major or minor penalties on this functionary. In case the scheme of Patwari-cum-Secretary is adopted, he will belong to the Government Service and the disciplinary control in respect of other employees on deputation will apply to him as well (see para 17.24). If any Panchayat wants to employ other category of staff say Chowkidar or Peon, the authority to appoint such staff should vest in the Panchayat and Panchayat should have full powers of inflicting disciplinary punishments also. Appeal from the orders of the Panchayat should lie to the District Tribunal.

### **Panchayat Samiti**

**17.22.** At Panchayat Samiti level, the Vikas Adhikari, should have powers to impose minor punishments on the members of the Panchayati Raj Service. Appeal from the order of the Vikas Adhikari should lie to the Chief Executive Officer. The Chief Executive Officer should be em-

powered to impose major penalties on the employees of the Panchayat Samiti. Appeal from his orders should lie to the District Tribunal. The Vikas Adhikari should have complete disciplinary powers in case of Class IV servants.

### Zila Parishad

17.23. At the district level, the concerned District Level Officer of the Zila Parishad should be empowered to impose minor penalties over the ministerial staff of the section under his charge in the Zila Parishad. Powers of imposing major penalties on the Panchayati Raj Services should vest in the Chief Executive Officer. In case of Class IV Servants, the Chief Executive Officer should have full powers to inflict all kinds of punishment including dismissal. Appeal should lie to the Chief Executive Officer from the orders of the District Level Officer and to the District Tribunal from the orders of the Chief Executive Officer.

### Disciplinary Action against Staff on Deputation from the State Government

17.24. There has been considerable thinking about disciplinary control over the staff on deputation to Panchayati Raj bodies from the State Government. At present, the Vikas Adhikari does not have any disciplinary powers over the Extension Officers. This renders his position often very difficult. The recent orders of the Government delegating powers of disciplinary action upto minor penalties to the District Level Officer will not improve the position of the Vikas Adhikari in any way. The Vikas Adhikari should be helped to secure obedience and team-work from the subordinate staff and to function as captain of the team of extension staff. We, therefore, recommend that the Chief Executive Officer of Zila Parishad or the Vikas Adhikari of a Panchayat Samiti, as the case may be, should have powers of imposing minor penalties over the non-gazetted deputation staff (i.e., subordinate service or ministerial service). The concerned District Level Officers also should have powers of imposing minor penalties on the subordinate staff of their department on deputation to Panchayati Raj bodies as at present. Appeals from the orders of the Chief Executive Officer or Vikas Adhikari will lie to the concerned Head of the Department. We believe, once these powers are conferred on the Vikas Adhikari or the Chief Executive Officer, it will have a salutary effect on the extension staff and recourse to disciplinary powers may not be necessary.

17.25. Disciplinary powers against the employees of the Government belonging to State Service should continue to vest with the Head of the Department and the State Government. But if specific complaints against a Vikas Adhikari, District Level Officer or Chief Executive Officer are made

by the Pradhan of a Panchayat Samiti or Pramukh of a Zila Parishad, the same shall be enquired into and the result and action initiated shall be communicated to the complaining party. That is to say the institutions will have powers of having enquiries initiated against the officers serving on deputation under them and to know the result and action taken.

**17.26.** With this arrangement we hope that a satisfactory solution of the present problems will be found. The services will feel secure against arbitrary action and will also have fear of punishment if they fail to discharge their duties satisfactorily.

### **Confidential Reports**

**17.27.** As indicated in previous chapters the Annual Confidential Report of the Chief Executive Officer should be initiated by the Pramukh of the Zila Parishad and submitted to the Government. The Annual Confidential Report of the Vikas Adhikari should be initiated by the Chief Executive Officer and submitted to the Government. The Pradhan, Panchayat Samiti will send a report about the work of the Vikas Adhikari during the year; this report of Pradhan will be attached to and form part of the confidential record. Annual Confidential Report of District Level Officers should be written by the Chief Executive Officer and submitted to the Head of the Department. Annual Confidential Report of Extension Officers should be initiated by the Vikas Adhikari and submitted to the Chief Executive Officer through the District Level Officer concerned. The Chief Executive Officer will pass these reports to the concerned Heads of Departments.

**17.28.** The Confidential Reports in case of Panchayati Raj Services should be initiated by the immediate Officer i.e. Vikas Adhikari or District Level Officer or Chief Executive Officer, as the case may be, and should be kept in the Zila Parishad under the personal custody of the Chief Executive Officer. Vikas Adhikari while writing confidential reports of the V.L.W.'s Stockmen and teachers should consult the concerned Extension Officers and take their views into consideration. Our recommendations in respect of disciplinary control and writing and submission of Annual Confidential Reports are summarised in Appendix XL.

### **Placement and Transfers**

**17.29.** As a result of encadring the post of Vikas Adhikari in the Rajasthan Administrative Service, large number of R.A.S. Officers are working as Vikas Adhikaris. It is expected that normally junior officer in the R.A.S. cadre should work as a Vikas Adhikari for a considerable period of time. In fact with about 180 posts of Vikas Adhikaris in the total R.A.S. cadre

of about 600, it will become inevitable for a junior R.A.S. Officer to remain Vikas Adhikari for 5 to 7 years. It will, therefore, be very desirable that the Government follows a definite and consistent policy in the matter of posting R.A.S. Officers as Vikas Adhikari. We understand this has not been possible so far due to the pattern of recruitment and other factors in the transitional phase. It is, however, felt that the policy in this respect should crystallise now. We recommend the following broad principles in this connection for consideration of the Government:—

- (1) Newly appointed R.A.S. Officers should work on different posts in general administration and other departments for a period of 2 to 3 years after their training. Then only they should be sent as Vikas Adhikari.
- (2) No Vikas Adhikari should be transferred to other posts before he completes at least 3 years in one stretch.
- (3) While posting R.A.S. Officers as Vikas Adhikari and when withdrawing them for posting on other posts a definite criterion (say, seniority or year of recruitment etc.) should be adopted and adhered to without exception.

17.80. In respect of placement of persons in different position and at different stations a consistent policy should be followed to ensure that (1) good and attractive stations are not monopolised by a few persons, (2) persons are not always forced to continue at unfavourable and difficult stations, (3) person gets better placements in his turn and (4) good and efficient work is rewarded by better postings.

17.81. In respect of Panchayati Raj services the Chief Executive Officer after making formal appointments should allocate the employees to different Panchayat Samitis. Placements in the Panchayat Samiti should be made by the Vikas Adhikari. Transfers of employees within the Panchayat Samiti should be ordered by the Vikas Adhikari. But transfers should not be effected before the expiry of two years. Transfer of teachers should not take place in mid-session. In case transfers before two years or during the academic session become essential for certain reasons, prior approval of the District Selection Committee must be necessary for affecting such transfers. The transfer orders should indicate the date of posting and where the transfer is being effected before two years, the order must indicate whether prior approval of the District Selection Committee has been obtained.

#### **Incentives and Deterrents**

17.32. Deterrents and incentives for services are very necessary for smooth and efficient functioning of institutions. The functionaries should

be conscious that they will be suitably rewarded for good and efficient work and at the same time they are liable to be hauled up for negligence and incompetence in the discharge of their duties. Absence of incentives generally leads to dis-appointment and consequently loss of zeal and enthusiasm in work ; while absence of deterrents invariably breeds incompetence and complacency.

17.33. Continuous watch and supervision and regular assessment of work operates as an effective deterrent. It must be seen that the system of supervision and inspection is continuous and is followed by suitable action. It has been observed that bad and inefficient workers get out of the programme and sometimes secure better placements. This should never happen. Any person who has failed to carry out his duties efficiently and sincerely in one place or post should never get a better change. A specific entry should be made in the confidential report about the performance of the official. If the record of performance of a person has been persistently bad and if he does not respond to warning, and suggestion for improvement, disciplinary action should be initiated against him and action should be taken.

17.34. Prospects of promotion constitute the most important incentive to services. A definite and pre-determined policy is necessary in respect of promotion of services to provide incentives for good and efficient work. Members of the service should be able to calculate to themselves their future prospects to which they can look forward. An impartial machinery is also to be ensured for effecting promotions. We recommend that the criteria and policy of promotions should be laid down by the State Government. Actual promotions of persons should be decided by the District Selection Committee at the District Level. A common seniority list of the district should be drawn up and promotions should be considered on the basis of this seniority list, on the principle of seniority-cum-merit.

17.35. Incentives are necessary for all classes of services. The Vikas Adhikari, Extension Officers, Village Level Workers and Teachers constitute important classes of functionaries in Panchayati Raj. We want to make specific suggestions in respect of these functionaries.

#### Village Level Worker

17.36. The promotion prospects available to Village Level Workers at present include the selection grade posts and promotion to Extension Officers. 10% of the posts of the total cadre have been provided in selection grade. Government, we are told, have also taken a

decision to reserve certain percentage of posts of Extension Officers to be filled by promotion from Village Level Workers viz.—

Agriculture Extension Officers	..	..	..	10 %
Education Extension Officers	..	..	..	10 %
Co-operative Extension Officers	..	..	..	10 %
Industries Extension Officers	..	..	..	10 %
Panchayat Assistants	..	..	..	100 %

This is a welcome decision and should be implemented without delay. We, however, feel that percentage of promotion quota in respect of Co-operative Extension Officers could be much higher as the post does not require much of technical knowledge and the field experience of the Village Level Worker will be sufficient qualification to suit this post. We recommend that at least 25 % of the posts of Co-operative Extension Officers should be filled by promotion from Village Level Workers. The percentage of promotion quota in respect of Agriculture Extension Officers also should be higher. It should be at least 25 %. The Village Level Workers on their selection for promotion as Agriculture Extension Officer may be imparted a short-term training for about 6 months at the Agricultural Colleges. With the transfer of Middle Schools to Panchayat Samitis, certain minimum educational qualifications should be necessary for the post of Education Extension Officer. Besides there is a lower functionary of the Education Department viz., the teacher in Village schools who can legitimately look forward to the post of Education Extension Officer by promotion. We, therefore, recommend that promotion to the posts of Education Extension Officer should be from teachers, and not from Village Level Workers. We recommend that at least 50 % posts should be reserved for promotion from amongst teachers of primary and middle schools transferred to the Panchayati Raj. This measure will provide great incentive to teachers.

#### Extension Officers.

17.37. The prospects of promotion open to Extension Officers in Panchayat Samitis include promotion as Vikas Adhikari and promotion to the Rajasthan Administrative Service besides the opportunities of departmental promotion. At present there are 50 Vikas Adhikaris who have been promoted from Extension Officers. The R.A.S. Rules have been amended to incorporate provisions for appointment of persons to the Rajasthan Administrative Service by promotion from Extension Officers. 11 Extension Officers have been promoted to the Rajasthan Administrative Service so far. Thus the promotion prospects of Extension Officers at present are quite good and should inspire them to good and efficient work.

17.38. District Level and State Level competitions should be held for Village Level Workers and Extension Officers. The Village Level Worker



standing first in the district should be given one advance increment and those standing first and second in the State should be given two advance increments each. Separate competition should be organised for different Extension Officers. The Extension Officer standing first at the District Level should be given one advance increment without cumulative effect and the one standing first at the State level should be given one advance increment.

### Teachers

17.39. With the transfer of Middle Schools to Panchayati Raj sector, teachers will get opportunity of promotion. As indicated above, we recommend that at least 50% of the posts of Education Extension Officers also should be filled by promotion from teachers in Primary and Middle Schools in rural areas with requisite qualifications and experience. District and State Level Competitions should be organised for teachers. Teacher standing first in the district should get one advance increment and the first two teachers at the State level should get two advance increments each.

### Vikas Adhikaris

17.40. The non-cadre and promoted Extension Officer, Vikas Adhikaris can look forward to their promotion to the Rajasthan Administrative Service. This is a good incentive. The R.A.S. Officers who are posted as Vikas Adhikaris get a special pay of Rs. 75/- p.m. Good work done as Vikas Adhikari should be rewarded by postings in senior posts in the Development Department and in the Zila Parishad. A State level competition should be held for Vikas Adhikaris on the basis of their performance in the field and the first two Vikas Adhikaris in the State should be granted one advance increment each.

17.41. The law and rules already provide that Panchayati Raj Services will be considered at par with other Government Services in matters of promotion to higher posts not available in Panchayati Raj. We recommend that definite rules and procedures should be laid down for compilation of common seniority lists and criteria of promotion etc. The terms and conditions of Services in Panchayati Raj in respect of pay, pension, leave, medical attendance etc. should be the same as in Government service. Measures taken by the Government for providing incentives and better terms to services should simultaneously and automatically be made applicable to Panchayati Raj services also. This is generally so even at present, but some times there is a time-lag which should be removed.

## CHAPTER XVIII

### CONTROL AND SUPERVISION

18.1. The necessity for check and balances in any system is well recognised. An efficient and effective system of safe-guards is necessary not only in the wider interests of democracy and the State but also in the interests of Panchayati Raj institutions themselves. The responsibility of the State for overall development and welfare of the people does not cease by transfer of powers to local governing institutions. It is the State's inherent right and responsibility. The State Government has to ensure that these units conform to certain accepted standards. Panchayati Raj institutions should develop as an integral part of the administration and must subserve the national policies and constitutional responsibilities of the State. The institutions themselves would benefit by a well devised system of control and supervision.

18.2. As we have mentioned earlier in Chapter III the working of Panchayati Raj since 1959 has exhibited certain mixed trends and certain disquieting features also have come to the fore. A few instances have been reported about abuse of powers, misuse of funds and other financial and procedural irregularities. Such instances we may mention here, are not many but we want to emphasise that even a few instances are bad enough for mass movement depending on people's faith for its success. Even stray instances of improper functioning and abuse of power shake people's confidence. The adverse effects of such cases tend to be perpetuated if no prompt steps are taken to redress the wrong done and to bring to book the defaulters. If the wrongs go unchecked or unpunished, the strength and efficacy of the entire system is jeopardised. A system of close and constant control and supervision is, therefore, necessary to ensure proper functioning of different institutions.

18.3. In devising the system of control and supervision, it should be ensured that the system of control and supervision does not unduly hamper the independent functioning and mar the initiative and discretion of these institutions. The institutions should be saved from pitfalls and dangers but should not be stopped from growing. Panchayati Raj institutions should be allowed as much freedom and discretion as possible within the limits of

overall responsibilities of the State for general administration, development and welfare of people.

### Present Position

18.4. The Rajasthan Panchayat Samitis & Zila Parishads Act, 1959 as well as the Rajasthan Panchayat Act, 1953 contain provisions about safe-guards, control and supervision in respect of these institutions. The system of internal supervision includes provisions about inspection of Panchayats by the Vikas Adhikari and supervision over execution of schemes by the District Level Officers. The Collector has powers of entry and inspection in respect of Panchayat, Panchayat Samiti or any institutions or works under them. The State Government have powers of removal of Panch, Sarpanch, members of a Panchayat Samiti, members and Chairman of Nyaya Panchayat and Pradhan of Panchayat Samiti under certain conditions. The powers of removal of a Panch have, however, been delegated to the Collector. Powers of suspension and cancellation of resolutions of Panchayat Samiti vest in the Government. Collector can suspend resolution of a Panchayat Samiti only in case of apprehension of breach of peace. The State Government can also supersede and dissolve a Panchayat or Panchayat Samiti or Zila Parishad under certain contingencies. Law also provides for issuing directions and setting a time limit for carrying out certain functions by a Panchayat Samiti or Zila Parishad and in case of failure to carry out the directive, to arrange for the performance of such function.

18.5. Audit of accounts of Panchayati Raj institutions is carried out by the Examiner, Local Fund Audit.

18.6. The existing provisions about control and supervision are considered to be deficient or inappropriate in the following respects :

1. The powers of supervision and control are concentrated at the State Level. It usually becomes impossible to take prompt action. By the time action is taken the position altogether changes and the action is generally rendered infructuous.
2. The powers of disciplinary action against the elected representatives vest in the State Government at present. Here again prompt action is not taken due to increased volume of work and distances involved.
3. The machinery for audit has not proved to be adequate to ensure continuous guidance as well as checking. The progress about compliance of audit objections and action about irregularities has been rather slow.

18.7. We are, therefore, of the opinion that the system of control and supervision in case of Panchayati Raj institutions should be such as may ensure continuity on the one hand and prompt corrective action on the other. The powers of disciplinary control over elected representatives by the Government exposes the Government to allegations of partiality and also delays action. It would, therefore, be proper if the disciplinary powers and powers of control are exercised by an independent body. The system of audit should also be effective. Prompt remedial action should also be ensured by delegation of powers at the appropriate level.

### District and State Tribunal

18.8. In order to achieve the objective of taking effective and prompt action, we recommend that a District Tribunal should be constituted in each district to deal with control and supervision of these institutions. Such a Tribunal will have the merit of ensuring a constant watch over the functioning of these institutions as far as propriety and legality is concerned and will at the same time inspire confidence in the public and elected representatives alike.

18.9. The District Tribunal should consist of the Pramukh of the Zila Parishad, the District Collector and a Judicial member appointed by the Government, who should be of the status of a District and Sessions Judge. Such Judicial member may be appointed by the Government for a District or for a group of Districts (*vide* Appendix XLI). Where he is so appointed for a group of Districts, he will serve on the Tribunals of all the Districts for which he is appointed. The judicial member of the Tribunal will act as its Chairman also. The Chief Executive Officer of the Zila Parishad will function as Secretary of the District Tribunal.

18.10. The function and powers of District Tribunal will be (i) examination and action in respect of resolutions of the Panchayats and Panchayat Samitis in the district, (ii) disciplinary actions against the Panch, Sarpanch of Panchayat, members and Chairman of Nyaya Panchayats and members of Panchayat Samitis, (iii) determination and order about incurring of disqualifications and cessation of membership in case of members of Panchayat and Panchayat Samiti, and (iv) appeals against disciplinary orders in respect of Panchayati Raj Services (*vide* Chapter XVII).

18.11. The judicial member of the District Tribunal should be entrusted with the inspections of Nyaya Panchayats also.

18.12. A State Tribunal of Panchayati Raj should similarly be constituted at the State level. The State Tribunal should consist of the following:—

1. A judicial member of the status of a High Court Judge.

2. The Development Commissioner, and
3. A member nominated by the State Panchayati Raj Advisory Council (not being an official).

**18.13.** The Government may appoint an officer of the R.A.S. in the senior scale to work as Secretary of the State Tribunal either exclusively or in combination with other duties. The powers and functions of the State Tribunal will include (i) examination and action in respect of resolutions of the Zila Parishads, (ii) disciplinary actions against Pradhan of Panchayat Samiti and members and Pramukh of Zila Parishad, (iii) hearing appeals against orders of the District Tribunal where provided, (iv) determination and order regarding disqualifications incurred by members and the Pramukh of Zila Parishad, and (v) hearing appeals against the orders of surcharge passed by the Collector or the Examiner Local Fund Audit (*vide para 18.25*).

**18.14.** We envisage that the District Tribunal and State Tribunal will function as high powered bodies independently. Besides the powers entrusted to these Tribunals, the State Government may also consult them while exercising powers of supersession and dissolution of Panchayati Raj bodies. The State Government may also entrust other powers and functions to these Tribunals, for instance in respect of municipalities.

### Resolutions

**18.15.** There should be regular staff for maintaining a record and examination of the resolutions of the Panchayat Samiti and Zila Parishad under the supervision and control of the Secretary of the District and State Tribunal respectively. The Secretary i.e., the Chief Executive Officer in case of District Tribunal and the officer so designated in case of State Tribunal should be directly in-charge of this work. It should be made a specific duty of the Vikas Adhikari of the Panchayat Samiti and Chief Executive Officer of Zila Parishad to send copies of the resolutions passed by the parent body as well as the committees to the Tribunal concerned and also to make pointed reference to the resolutions which have been passed despite their advice to the contrary, or which in their opinion are in contravention of the provisions of law or rules or prescribed priorities.

**18.16.** The resolutions of the Panchayat should be required to be sent to the Panchayat Samiti only and it is not considered necessary to send them to the Tribunal. Any member of the Panchayat or the Panchayat Samiti or the Vikas Adhikari may, however, refer any resolution which he considers to be illegal or contrary to rules to the Tribunal for necessary action.

18.17. The District Tribunal in case of Panchayat and Panchayat Samiti and the State Tribunal in case of Zila Parishad may suspend, modify or cancel a resolution if it is found not to have been legally passed or to be in excess or abuse of powers conferred. The Chairman of the District or State Tribunal should have powers to stay execution of a resolution pending final decision of the Tribunal. In case the Chairman is not available, the Secretary of the Tribunal concerned should have powers to order stay of execution of a resolution, but such an order by Secretary should be subject to confirmation by the Chairman within a specified period, otherwise it will be deemed to vacate automatically. The Vikas Adhikari of a Panchayat Samiti also should have powers to stay a resolution of Panchayat for a prescribed period within which he should refer the same to the Tribunal and get confirmation of the stay order from the Chairman. In the absence of such a reference and confirmation, the order of the Vikas Adhikari will be automatically vacated.

#### **Disciplinary Action**

18.18. Powers of disciplinary action i.e., suspension and removal of the members of a Panchayat Samiti, Panch and Sarpanch of Panchayat and members and Chairman of Nyaya Panchayat, should vest in the District Tribunal and those against Pradhan of Panchayat Samiti and members and Pramukh of Zila Parishad should vest in the State Tribunal. The Tribunal may either enquire into the allegations themselves or entrust the enquiry to any officer of the Government not below the rank of the Sub-Divisional Officer. An appeal should lie from the orders of the District Tribunal to the State Tribunal. There need not be any appeal from the orders of the State Tribunal, but it should have powers to review its decisions.

#### **\* Powers of State Government**

18.19. The powers to suspend, supersede or dissolve a Panchayat, Panchayat Samiti or Zila Parishad should vest in the State Government. The Government should exercise these powers, in consultation with the District Tribunal in respect of Panchayat and Panchayat Samiti and the State Tribunal in respect of Zila Parishad, in cases of gross dereliction or negligence of duties by the institutions.

18.20. In order to secure national priorities the State Government should retain powers of issuing directions to the Zila Parishad or Panchayat Samiti to carry out or adopt for execution a certain programme. The present provisions in law about carrying out of certain duties and functions by the Government in case of failure of the institutions to do so, should remain.

**18.21.** The Government should have powers of revision and review in case of original or appellate orders of the Panchayat Samiti or Zila Parishad or the Collector in respect of Panchayati Raj Institutions in administrative matters. Government should also have powers to call for the record of any resolution passed by the Panchayat, Panchayat Samiti or Zila Parishad and cancel or modify the resolution on grounds of illegality or violation of rules or conditions of schemes. The Government should also have powers of inspection in respect of Panchayati Raj bodies and institutions and works under them. The manner in which these powers should be exercised will be laid down in rules.

### **Audit**

**18.22.** As has been pointed out earlier, the audit organisation needs to be strengthened. The audit organisation should not only conduct audit but should also provide assistance and guidance in maintenance of accounts and for prevention of irregularities. At present there are Assistant Examiners of Local Fund Audit posted in each former Commissioner's Division. The area under their charge is quite extensive. We recommend that the audit organisation for Panchayati Raj should be strengthened and decentralised further. There should be an Assistant Examiner of Local Fund Audit for one or a group of districts. Grouping of districts for the purpose is indicated in Appendix XLI. The Assistant Examiner should have sufficient number of audit parties so as to be able to conduct audit of each Zila Parishad and Panchayat Samiti twice a year and each Panchayat once a year. The Assistant Examiner, Local Fund Audit should maintain close touch with the Collector of the District.

**18.23.** Where one Assistant Examiner, Local Fund Audit is appointed for a group of Districts, at least one audit party will be posted in each District.

**18.24.** The functions and powers in case of compliance of audit report should also be decentralised. The powers of securing compliance of audit in respect of Panchayat and Panchayat Samitis should be entrusted to the Collector. These powers in respect of Panchayat Samitis at present are being exercised by the Government with the result that audit objections and irregularities are not being remedied promptly. The Collector will be in a better position to maintain a follow-up and secure compliance of audit reports.

**18.25.** At present powers of ordering surcharge from a person responsible for illegal payments and incurring loss to the institution due to his mis-conduct or negligence lie with the controlling authority (which is the Development Commissioner at present). We recommend that the

powers of ordering surcharge, as a result of audit objection, from a person should be delegated to the Collector of the District in case of Panchayat and Panchayat Samiti and to the Examiner of Local Fund Audit in case of Zila Parishad. There should be provision for application against the order of surcharge to the State Tribunal or the court of original civil jurisdiction within a period of 30 days. Such an application will be disposed of by the Tribunal or the court after hearing the person concerned and the authority ordering surcharge or his nominee.

### **Powers of the Collector**

**18.26.** The existing law provides for suspension of execution of a resolution of a Panchayat Samiti by the Collector and District Magistrate in case there is danger to public peace or safety. Though recourse to this provision never becomes necessary, we think the provision should continue for the sake of law and order. We do not envisage any powers to the Collector in respect of disciplinary matters. But the Collector should have powers of entry and inspection in respect of Panchayat and Panchayat Samiti.

**18.27.** The Collector will have powers of securing compliance of audit in case of Panchayat and Panchayat Samitis and ordering levy of surcharge from the person responsible for loss as discussed in para 18.24 and 18.25 above

---



## CHAPTER XIX

### CO-ORDINATION

**19.1.** Co-ordination is an administrative process which seeks to bring about unity of purpose in order to achieve common objectives. Effective co-ordination, is, therefore, necessary between different units under the same organisation and between different agencies working for the common end. Administration is viewed by the people as a whole and different units or departments of the Government have, therefore, to function as an integrated and well-knit system.

**19.2.** The purpose of co-ordination is to achieve smooth and efficient functioning, remove bottle-necks and avoid wastage due to overlapping and duplication. Co-ordination also ensures better relationship between different functionaries and institutions.

**19.3.** The Panchayati Raj Institutions are to function as units of local government. They also function as agencies of the State Government in respect of certain transferred schemes and activities. The co-operative institutions constitute a vital part of the democratic set-up, and are responsible for organising economic activities. There are certain voluntary agencies and organisations which have social, educational and economic development of people as their objective. Panchayati Raj Institutions have also to deal with departments of the Government *viz.*, revenue, police, forest etc. Despite the transfer of certain activities and functions to Panchayati Raj Institutions, the Government continues to have over-all responsibility for the development and welfare of people. The importance of close co-ordination between all these agencies and institutions, therefore, cannot be over-emphasised. It is through a well co-ordinated system and integrated approach that best results can be achieved.

#### Inter and Intra-Institutional Co-ordination

**19.4.** The structure of Panchayati Raj Institutions is based on direct elections at the lowest level and indirect elections at higher levels. Such a structure should automatically develop co-ordination between the different institutions because heads of the lower institutions are members of the next higher institutions.

19.5. It is necessary to see that the different institutions do not run at cross-purposes to one another but function as complementary units. It will be the responsibility of the elected head of the institution and the Executive Officers to see that necessary co-ordination with the other institutions is effected. The Pradhan and Vikas Adhikari of the Panchayat Samiti should be in close touch with the Sarpanchas and Secretaries of the Panchayats and similarly the Pramukh and Chief Executive Officer of the Zila Parishad should maintain intimate touch with the Pradhan and Vikas Adhikaris of Panchayat Samitis.

19.6. Besides inter-institutional co-ordination, it is also necessary to co-ordinate the different activities of the same institution. Here also the head of the institution and the Chief Executive Officer have to play an important part. The Vikas Adhikari of Panchayat Samiti or the Chief Executive Officer of Zila Parishad as Secretaries of the different Committees of the institution should strive for co-ordination in their functions. The Vikas Adhikari and Chief Executive Officer should develop personal contacts with their Team of Officers and staff.

19.7. The Pradhan of Panchayat Samiti and the Pramukh of Zila Parishad should hold periodically meetings of the Chairmen of all Committees for discussing the approach and broad policy in respect of decisions and progress about their implementation. Such meetings can help in clear demarcation of functions and an integrated approach between Committees and avoiding duplication and contradiction.

### **Panchayati Raj Institutions and Co-operatives**

19.8. The functions of Panchayati Raj Institution and Co-operative Institutions in the rural areas are intimately related in so far as both aim at development of the area. The Panchayati Raj Institutions provide an executive agency for development while the Co-operative Institutions constitute the medium for the organisation of economic activities.

19.9. An important way of achieving Co-ordination between Panchayati Raj bodies and Co-operatives is the inter-institutional representation. We have already recommended representation of Co-operative Institutions at the Panchayat, Panchayat Samiti and Zila Parishad levels. To complete the inter-institutional linkage, we recommend association of Panchayati Raj bodies with Co-operatives in the following manner:—

- (i) A representative of Panchayat should be a member of the Managing Committee of the Service Co-operative.

- (ii) A representative of the Panchayat Samiti should be a member of the Managing Committee of the Marketing Society at the Block level.
- (iii) At the District level a representative of the Zila Parishad should be included in the managing body of the Central Co-operative Bank and the District Co-operative Union.
- (iv) At the State level a representative of the Panchayati Raj Advisory Council should be a member of the State Co-operative Union and managing bodies of the Apex Marketing Organisation and the State Co-operative Bank.

19.10. The above mentioned representatives of the Panchayati Raj bodies in Co-operative Institutions will not have a right to vote or hold office.

19.11. The Secretary of the Panchayat may become Secretary of the Co-operative Society also where both these institutions agree and where the work load is comparatively light and within the capacity of one person. This would help necessary co-ordination between the two bodies.

19.12. In order to effect economy as also linking of the two institutions, we recommend a common audit organisation for Panchayati Raj bodies and Co-operatives. We have recommended strengthening and decentralisation of the audit organisation at the district level. The new set-up of the Examiner, Local Fund Audit can meet the audit requirements of Co-operatives also. We think it would be a distinct advantage to have a joint audit organisation for these two institutions.

### **Panchayati Raj Institutions and Voluntary Agencies**

19.13. The voluntary Agencies can play a useful role in the development of rural areas in the economic, social and educational spheres. Activities of the voluntary agencies should be co-ordinated with Panchayati Raj Institutions. Services of the voluntary social workers should be utilised.

19.14. We have recommended inclusion of 7 representatives of Voluntary Agencies in the State Panchayati Raj Advisory Council. There is no such representation at the Zila Parishad, Panchayat Samiti and Panchayat level. We have recommended that representatives of Voluntary Educational Agencies be included in the Education Committee of the Zila Parishad and Panchayat Samiti. We would suggest that persons associated with Voluntary Agencies may also be co-opted in other Committees of the Panchayati Raj bodies.

19.15. The co-operation of voluntary agencies may also be sought in the training of Panchayati Raj functionaries. Already, in Rajasthan, three Panchayati Raj Training Centres are being run by the voluntary agencies. It should, however, be ensured that training should be entrusted only to such voluntary organisations which are already engaged in educational activities.

### **Panchayati Raj Institutions and Government Departments**

19.16. The departments whose activities have been transferred to Panchayati Raj Institutions should maintain close link with the institutions and should assist and guide them in the discharge of their functions. The concerned District Level Officer should submit quarterly review about the activities under his charge to the Zila Parishad. A copy of this review should be sent to the Regional Level Officer of the Department concerned; the Regional Level Officer in his turn should transmit the review with his comments to the Head of the Department. The Head of the Department should submit half-yearly review to the administrative department of the Government i.e., the Development Commissioner.

19.17. The Zila Parishad should deliberate on the quarterly reviews submitted by District Level Officers and send their comments thereon to the State Government. The new system of budgeting and accounting which we have recommended will help to maintain a constant touch between these institutions and the departments.

19.18. Co-ordination with Panchayati Raj Institutions in respect of other departments whose activities or schemes have not been transferred, is also essential. This role will have to be discharged by the Collector at the district level. The linkage of the Sub-Divisional Officer and the Collector as ex-officio members of the Panchayat Samiti and Zila Parishad respectively should help the process of co-ordination specially in respect of revenue and police matters. It was also suggested in this context that the transfer of the revenue collection agency to the Panchayati Raj Institutions may serve as one of the media of co-ordination, besides making Panchayati Raj Institutions more effective and respectable in the eyes of the people.

### **Inter-Departmental Co-ordination**

19.19. At the State level the Co-ordination Committee presided over by the Chief Secretary ensures co-ordination of activities of different departments. We would suggest that this Committee should review the progress of Panchayati Raj periodically.

**19.20.** The State Government have already placed the Agriculture, Animal Husbandry and Co-operative Department under the Development Commissioner, who is also ex-officio Secretary to the Government incharge of these Departments. This step will lead to better co-ordination between these departments *inter se* and with the Development Department.

**19.21.** In this connection, it is important to remember that co-ordination at lower levels will follow co-ordination at higher levels. If there is close co-ordination in Departments at higher level, co-ordination and co-operation at lower levels will be facilitated.

### **Administrative Set-up**

**19.22.** With the changes proposed in the structure of Panchayati Raj at various levels and transfer of certain functions from the State Government to Tribunals, it would be necessary to bring about changes in the administrative set-up at various levels. The present and the proposed set-up are indicated in Appendices XLII and XLIII. We believe that the revised set-up will bring about effective co-ordination and streamlining of administration.

### **Role of Panchayat and Development Department**

**19.23.** Panchayat and Development Department is the administrative department at the State level for Panchayati Raj Institutions. It should be the responsibility of the Department to extend continuous guidance and assistance to Panchayati Raj bodies in matters of rules, procedures, financial allotments, transfers of funds, implementation of programme etc. The Development Department should be in touch with the working of Panchayati Raj Institutions and should be able to take measures wherever short comings or bottlenecks appear.

**19.24.** In the new set-up the work relating to examination of resolutions and action thereon and cases of enquiries against elected representatives of Panchayati Raj bodies will be transferred to the District and State Tribunals. The Development Department should now be able to devote greater attention to training, guidance and extension aspects in relation to functioning of Panchayati Raj bodies.

---

## CHAPTER XX

### TRAINING

#### Need for Training

20.1. The importance of adequate training has been emphasised in the programme of Community Development from the very beginning. With the introduction of Panchayati Raj, the training programme has assumed greater significance. The process of democratic decentralisation which means devolution of authority to the elected representatives necessitated suitable training for the people's representatives. The services which manned these institutions also needed orientation in the context of the change that had taken place. Training in the context of Panchayati Raj, therefore, takes two forms; namely:—

1. Training of elected representatives and village leaders, and
2. Training of the personnel working in the Panchayati Raj.

The Government is an organic whole and no part of its organisation can work in isolation. The functioning of Panchayati Raj Institutions, in a large measure, depends upon co-operation and co-ordination from other wings of the Government. Training in the principles of Panchayati Raj and for re-orientation to the new philosophy and set-up, therefore, becomes necessary for persons in other departments also.

#### Present Arrangements

20.2. The State Government realised the importance of training from the very beginning. Trainer's Training Camps were held before the introduction of Panchayati Raj on October 2, 1959. Steps were taken to educate the rural population and the elected representatives about the objectives of Panchayati Raj. One Extension Officer or a Social Worker was sent to villages in each Panchayat circle who organised a small seminar in the morning and a general meeting of people in the evening in order to explain the scheme and set-up of Panchayati Raj.

20.3. Apart from the Training facilities available at the institutions under the Ministry of Community Development and Co-operation training institutions were started in the State for training of officials and non-officials. A Panchayati Raj Study Camp was organised at Udaipur for three

days in May, 1961 which was attended by Ministers, Pramukhs, Pradhans and officers of the State and Central Government concerned with Community Development and Panchayati Raj. A seminar was held at Rajsamand to which Members of Parliament were invited. A comprehensive scheme of educating the people was again taken up in May-June 1961 (i.e. after the Panchayat Elections 1960). Training camps were organised at the Panchayat headquarters by the Extension Officers and Village Level Workers who received Trainer's Training at the camps organised at Panchayat Samiti level. State level camps were organised for training workers responsible for organising regional camps.

20.4. Provisions exist for organisation of training camps at the Panchayat, Panchayat Samiti and District level for training of non-official members of these bodies and village leaders and such camps have been organised in the districts. There are at present ten Panchayati Raj Adhyajan Kendras in the State where training is imparted to members of Panchayat Samitis, members and Chairmen of Nyaya Panchayats and Secretaries of the Gram Panchayats. The Gram Sewaks receive their training at the Gram Sewak Training Centres. The existing training facilities for the elected representatives and the personnel engaged in Panchayati Raj have been summarised in Appendix XLIV.

20.5. The Vikas Adhikaris are imparted orientation and job training at the Orientation and Study Centres. Those Vikas Adhikaris who have worked in the field for more than two years are sent for refresher training course for 3 weeks. The District Level Officers are also deputed for training at the Orientation and Study Centres. Officers at the higher level viz. Secretaries to the Government, Heads of Departments, Collectors etc. are deputed for training at the National Institute of Community Development, Hyderabad.

### Quality and Benefits of Training

20.6. There can be no doubt that the training should be useful to non-officials and officials in the discharge of their duties, provided of course, the training imparted is of the right type. The benefits of training can flow only if the training is adequate both in the quality and quantity. The attributes of a good training programme can be stated as follows :

1. It should aim at preparing the trainees for efficient discharge of their duties. It should have a practical bias with a sufficient theoretical base. Simple theory or routine class-room lectures can neither interest the trainees nor can they prove of much practical utility.

2. The training programme should be interesting and attractive. This could be done by devising the contents of the programme in a suitable manner as also by providing good surroundings and proper adjuncts to training in the shape of library, reading rooms and recreation facilities. The test should be that a trainee should feel attracted towards the training programme.
3. The training programme should help the trainees to form a right attitude towards Panchayati Raj Institutions and its various functionaries

20.7. Considered from these two stand points, our training programme leaves much to be desired. During the course of our visits to the Districts and to some training institutions we have come across mixed opinions in this respect. It has been stated that the training imparted does some good, but fails to achieve completely the object in view both in respect of officials as well as non-officials. Following observations have been made in respect of the training programme, which will serve as pointers to the need for improvement.

1. Practical aspect of training is not adequately emphasised. The training tends to be more and more theoretical.
2. Training programme tends to become a routine affair and fails to enthuse the trainees.
3. Teaching staff at the training centres is not fully qualified. Some of the instructors themselves lack practical experience. They are not in adequate touch with the problems which arise in actual field work.
4. Training Centres are not adequately equipped or provided with land, library, reading room and other facilities for practical demonstration.
5. An important handicap in training programme is the lack of books for each course. The books that are available are of general nature and have not been prepared with a view to meet requirements of different trainees.
6. There is no adequate follow-up system at the training centres after the trainees go out on completion of their course. There is thus no appreciation of field problems.
7. Adequate emphasis has not been laid on attitude-formation and orientation of outlook in the training programme.

20.8. The effectiveness of training will, no doubt, depend to a large extent in the receptivity of the trainees. It is for the trainee to make the



most of the opportunities provided to him. But the basic weakness of the training programme to-day is that the trainee does not take to be an opportunity; but on the other hand he considers it to be a necessary formality to be undergone. This is true both of the officials (Gram Sevak, Panchayat Secretary, etc.) as well as non-officials (Sarpanchas, members of Nyaya Panchayats etc.). This attitude is occasioned by a general apathy towards efficiency on the one hand, and on the intrinsic weaknesses of the training programme on the other. Trainees also fail to co-relate the importance of training programme with their performance in the field. An effect measure to bring about improvement is, therefore, called for. It has to be seen that the training programme is made attractive and useful. This would require two-pronged efforts *viz.*

1. improvement in the content of the training; and
2. improvement in the climate in terms of the conditions and surroundings of training centres.

### Training of Non-officials

20.9. The most disturbing aspect about the training of non-officials is that the members of the Panchayat Samiti and Nyaya Panchayat who are nominated for training do not generally turn up at the training centres. There is a provision in Rajasthan Panchayat Samitis and Zila Parishads Act 1959 that if members of Panchayat Samiti fail to avail themselves of training even after three notices are given by the Zila Parishad, they would stand disqualified from membership. This is a very salutary provision and has helped to improve the attendance at the training institutions but the situation is still far from satisfactory. There are at present ten Panchayati Raj Adhyayan Kendras functioning in the State. But they have to conduct training courses for a much smaller number than what they ordinarily are designed to provide for. The position about the trainees trained at the Panchayati Raj Adhyayan Kendras is given in Appendix XLV. It shows that the intake capacity of the Kendras has been utilised only to the extent of 46% by the members of Panchayat Samitis, 45% by members of Nyaya Panchayats, 41% by Up-Sarpanchas and 61% by Panchas. There are variety of reasons responsible for this lack of response on the part of non-officials. These reasons can be classified into two categories *viz.*—

1. those pertaining to circumstances of the trainees; and
2. those pertaining to the form and content of training.

Steps should be taken to accommodate the non-official trainees as far as possible in regard to their personal difficulties. As regards the form and content of training, it should be made sufficiently attractive so that the trainees may be eager to join it despite some inconvenience to them.

20.10 Following suggestions are offered to tackle both these aspects in respect of training of non-officials:—

1. Deputation for training should not be at the time of agricultural operations *viz.*, sowing or harvesting. Period selected should be the slack season for agricultural operations.
2. Sufficient care should be taken by the Zila Parishad while deputing non-official for training. A sufficient notice of the training programme should be given which should not be less than 15 days. The trainee should have an opportunity to select his period of training at any time of the year. The Zila Parishad should in the first instance send out a circular to all non-officials to be trained indicating the time of successive training courses and requesting them to indicate their convenience for going to the training course. Deputation for training should be made according to the preference indicated by the trainees.
3. Reasonably good lodging arrangements exist at present at the training centres. But it is felt that the boarding arrangements need considerable improvement. The food, though inexpensive, should be of good quality. The trainees should be associated with the management of mess.
4. A programme of sight-seeing should be included for each batch of trainees. The trainees should be shown round the places of interest in and around the town where the Centre is situated.
5. The Principal and the teaching staff should develop personal contacts with the trainees.
6. Some recreational facilities should be provided at the training centres. Arrangements should be made for sports and games.
7. Practical approach, as distinguished from purely theoretical approach should be adopted in training.
8. Books written in Hindi in popular style and simple language should be available to the trainees. When the trainees go out, they should be supplied with copies of printed or cyclostyled notes for their use.
9. There should be a good library and reading room at the training centres.
10. Merit certificates should be awarded to those trainees who distinguish themselves in training. The criterion may be over-all performance of the trainee and some sort of oral test.

11. The non-official trainees should be paid daily allowance for the period of training. The rate of daily allowance may be Rs. 5/- per day in case of Adhyayan Kendras and Rs. 7.50 per day in case of Orientation Training Centres. The trainees may be required to pay for the boarding and lodging arrangements.
12. Trainees at the National Institute should be paid a daily allowance at the rate of Rs. 10/- per day in addition to the honorarium or salary they get as M.L.A., Pramukh or Pradhan.

### Training of Officials

20.11. Vikas Adhikaris: Vikas Adhikaris receive their training at the Orientation and Study Centre for three months. After they have been in the field for two years, they are deputed for refresher training for 3 weeks.

20.12. The training of Vikas Adhikaris is going on satisfactorily on the whole. Some changes appear to be necessary, however, in respect of emphasis on certain aspects of the training programme. It has to be kept in view that a Vikas Adhikari should be trained as a specialist in relationship and the extension approach. He should cultivate a knack for building up harmonious relations with non-officials without compromising with his statutory obligations. He should be in a position to knit together the block personnel and to secure their co-operation in the execution of the programme. The training of the Vikas Adhikari should be aimed at preparing him for this important difficult and delicate role. Following suggestions are made for improvement in the training of Vikas Adhikari:—

1. The foundational training of R. A. S. officers at the Officers Training School should include the Panchayati Raj and Community Development as separate subjects. A separate paper on Panchayati Raj and Community Development should be included in the end-of-course examination at the Officer's Training School.
2. The training to the Vikas Adhikari should be more in the nature of training in attitude building and development and extension approach rather than theoretical discourses.
3. The aspect of relationship should receive great emphasis in the course of training. Senior officials, eminent social workers, teachers from the University and Ministers of the State and Central Government should be invited to speak to the trainees on the subject of relationship in Panchayati Raj.
4. The procedure of accounting in Panchayat Samitis should be a separate item of training programme for Vikas Adhikaris.

5. Great care should be taken in selecting the places for practical training. They should be made to work with really successful and able Vikas Adhikaris for a period of about 15 days.

### Extension Officers

20.13. The Agriculture Extension Officers are imparted 15 days' pre-appointment training at the Government Agricultural Farms. The Co-operative Extension Officers are imparted training for one year at the Co-operative Training School. Refresher courses for one month are organised for Agriculture Extension Officers and Animal Husbandry Extension Officers at the Agriculture and Veterinary College respectively. The impression which we have gathered during the course of our visits to the districts and through our talks with the different officials and non-officials concerned with Panchayati Raj is that the extension officers who are sent to the Panchayat Samitis do not have adequate practical knowledge. They are generally unable to apply their theoretical knowledge to the practical problems. The Extension Officers, therefore, have not been able to extend, by and large, any effective guidance and assistance to the Gram Sewaks.

20.14 It has been stated that the fresh graduates who are sent as Agriculture Extension Officers and Animal Husbandry Extension Officers do not prove of much service to the Panchayat Samiti. It is considered essential that the fresh graduates who are appointed Agriculture Extension Officer or Animal Husbandry Extension Officer must be imparted at least three months practical training. This practical training should be in the form of their attachment to an experienced Extension Officer in some Panchayat Samiti. They should be given full pay for this period of training and should be designated as Additional Extension Officers (under Training) and should be required to do independent work, under the close guidance and supervision of experienced extension officers.

20.15. As regards the training of Co-operative Extension Officers, the present arrangements are satisfactory and should continue.

### Gram Sewaks

20.16. The Gram Sewak plays a pivotal role in the programme of rural development. On his efficiency and devoted work depends the pace of progress of development in the villages. The training of a Village Level Worker should equip him to be a real guide to the cultivator. He should have good understanding of village problems and village psychology. His success would depend on his knowing and effective application of the extension approach.

**20.17.** There are at present 5 Gram Sewak Training Centres in the State. We have visited three of these institutions at Kota, Jodhpur and Garhi. As a result of our visits and our talks with the staff and the trainees as also through the replies we have received to the questionnaire issued by the Study Team, we have come to the finding that every thing is not well with the Gram Sewaks' Training. The defects and drawbacks we have noted can be summarised as follows —

1. The trainees do not seem to be enthusiastic and happy about their training.
2. The centres are not well equipped for practical work. They have no adequate facilities for organising practical field demonstrations.
3. The trainees feel handicapped for want of books on the subject according to the prescribed syllabus.
4. The training centres are not in touch with field problems.
5. There is too much emphasis on theoretical training.
6. The training staff also does not seem to be satisfied.
7. There is little evidence of personal contact between the training staff and the trainees. Quite a few of them take their role rather mechanically.
8. The work-load of the Village Level Worker and diversified nature of his job also weakens the impact of training.

**20.18.** We have given our serious consideration to the training of Gram Sewaks and suggest following measures to improve the tone and impact of the training of Gram Sewaks:—

1. The general conditions about boarding and lodging at the Training Centres require to be considerably improved. The Principal of the Training Centre must look to the personal comforts of the trainees and ensure every possible convenience. Adequate facilities should be provided for games, sports and recreation.
2. Personal contacts between the teaching staff and the trainees must be developed, so that the environment of the Training Centres becomes homely and informal.
3. Adequate facilities should be provided for practical work. Mere theoretical instructions will not carry them any far and the Gram Sewaks have to acquire practical knowledge and practical approach. Theoretical grounding is necessary only to the extent

it helps in understanding the basic principles of Panchayati Raj and Community Development. The position about adequacy and suitability of equipment at the Training Centres should be constantly reviewed.

4. Besides, the practical work which the trainees should be required to take up in and around the Training Centre, the trainees may be attached to different Panchayat Samitis for a period of three months at the end of every session. This would also reduce the long spell of stay at the Centre. An un-interrupted stay at the Training Centre for an unduly long period creates a drab and routine atmosphere. This monotony will be broken by sending trainee Village Level Workers for attachment to Panchayat Samitis where they should work in the field with experienced Village Level Workers. Thus the training course for Village Level Workers should be planned as follows:—

First session—Training at the Centre	9 months.
Attachment in Panchayat Samiti	3 months.

Second session—Training at the Centre	9 months.
Attachment in Panchayat Samiti	3 months.

During the period of attachment the trainees should be given an additional allowance of at least Rs. 25.00 p.m. besides the usual stipend to which they are entitled. The trainees should be allowed a break of 15 days in every session between the period of institutional training and the period of attachment for practical training.

5. There are at present no course books for the Gram Sevaks. It sounds rather paradoxical that with such a prolific production of literature on Community Development and Panchayati Raj, the Gram Sevaks do not have course books. Whatever literature is available is of general character and is mostly in English. It is very important that books in Hindi, written in popular and simple language and non-technical style, are made available for use of the trainee Village Level Workers. These books should be based on the syllabus for training.

6. For practical work and knowledge in Farming and Dairy, every Training Centre should have a Farm and Dairy of its own. The Dairy should have sufficient number of cattle. There should be a poultry unit also. The cattle and poultry should be looked

after by the trainees. The Principal of the Training Centre should be made responsible for running and management of the Farm and Dairy.

7. It should be ensured that the trainees of one region are trained and posted in the same region as far as possible. This has not been possible at present. We found trainees belonging to Tonk, Kota and Ganganagar districts undergoing training at the Gram Sewak Training Centre Garhi (District Banswara). The Trainees under such circumstances feel unhappy because of the distances from their homes. Besides the nature of training which they receive also ultimately proves to be less useful owing to differences of soil, climatic conditions and agricultural pattern in their home region, the place of training and place of posting.
8. The agricultural conditions and crop-pattern differ widely in the different regions of the State. In the western and north-western districts of Rajasthan, animal husbandry is more important than agriculture for rural development. The Training Centres, therefore, should give importance to these subjects in training according to their relative importance in the area. In agriculture also special attention should be given to crops of special importance in the area.

### **Instructional Staff**

**20.19.** Quality of training is directly dependent on the quality of the teaching staff. The Principals and Instructors at the Training Centres should, therefore, be persons who can inspire confidence and respect in the trainees. Ability is an important factor in securing respect and devoted attention of the trainees. It is, therefore, necessary that the Principal and Instructors posted at the Training Centres should be really capable persons with adequate field experience of their subjects.

**20.20.** The selection of the Principal and Instructors should be made with care, keeping in view the record of their performance in the field, and their attitude and liking for the job. It must be seen that they have faith in the programme, in the system of Panchayati Raj and the extension methods. The Training Centres should not be dumping grounds of departments. We feel constrained to say that enough attention has not been paid to this aspect so far.

**20.21.** The Principal and Instructors at the Panchayati Raj Adhyayan Kendra and Gram Sewak Training Centre must keep themselves up-to-date

with the latest developments in the field. Arrangements should be made for regularly sending to them the circulars, instructions etc. from the concerned departments.

**20.22.** The Instructors should be thoroughly conversant with practical and field work. A regular system of contact with the field problems should be developed.

**20.23.** The Principal and Instructors should take personal interest in the trainees. The Principal, like head of the family, should look after the personal comforts of trainees.

**20.24.** An important thing for the Training Centres is to develop a regular system of follow-up. The trainees passing out from the Centre should be advised and encouraged to refer to the institution their problems and difficulties in the field. The difficulties and problems so referred should be promptly attended to at the Centre and replies should be sent to the persons concerned.

**20.25.** We feel that in the working of Panchayati Raj, organisation of proper training programmes will play an important role. No provisions in the Acts or Rules no amount of circulars and instructions, not even deterrents, will prove of much significance. It is only the environment of the training centres, the personality of the instructor, much more of the Principal which will determine the quality and worth of the training. We, therefore, reiterate that great care should be taken in selecting the right type of Principal and the building up of a suitable environment. The Principal should be imbued with a high sense of duty. He should have faith in the programme, which he can impart to the trainees.

---



## CHAPTER XXI

### RELATIONSHIP

**21.1.** Panchayati Raj envisages the working together of the elected representatives who are responsible for taking decisions in the institutions and the official functionaries who are responsible for executing those decisions. Maintenance of close harmony and proper understanding between them is, therefore, of paramount importance. It is through trust, mutual respect and confidence that the best results can be achieved. Both, the elected representatives and the official functionaries work in the Panchayati Raj for the common end i. e., the welfare, of the people. Normally there should, therefore, arise no conflict in them because there is no clash of interest as we find in the employee-employer relationship in a business undertaking. Here, both work to serve the common master i. e., the people of India.

#### Problem

**21.2.** Our experience of the working of the Parliamentary Democracy is very limited. Its projection from the National and State Capital to the district, block and village level is of very recent origin. It came only in the wake of democratic decentralisation i. e., Panchayati Raj. Obviously, therefore, both the elected representatives and the public servants are faced with a new phenomenon. At the State or National level, the public servants work in complete anonymity. Mostly the policies are laid down by the Ministers and execution is left to the public servants who function in a well built hierarchical organisation at various levels. At the execution stage elected representatives do not come in the picture. No one knows what advice was tendered to the Ministers and how decision was taken. Sometimes differences do arise but they are resolved through discussions. The conventions and precedents help the decision taking process. The public servant has the satisfaction of tendering right advice and the Minister feels happy for the achievement. In the process both have a sense of fulfilment.

**21.3.** In the Panchayati Raj the entire picture is different. The public servant is exposed to the entire assembly when he tenders his advice either in the Panchayat Samiti or the Zila Parishad. The elected represen-

tatives are also exposed to the public gaze. In such a situation, the differences even on minor points assume the shape of big controversies and become prestige issues. At the execution stage also the elected representative is not only a policy enunciator but becomes a participant in the execution process also. In the Panchayati Raj Institutions, as they are of recent development both the elected representatives and the public servants are not fully conversant with the conventions in the functioning of democratic Government.

21.4. All these factors make the working of Panchayati Raj Institutions difficult. Those who draw parallel and advise that the principles which govern the relationship at the State level between the Minister and Secretary should be applied at the local level also, ignore these basic factors. We are here faced with a myriad of functionaries at different levels. At the Panchayat level, the Sarpanch has to deal with not only Panchayat Secretary but Gram Sewak also. He is also to deal with Patwari, the Forest Guard, the Police Constable and various other functionaries. At the Panchayat Samiti level, the Pradhan has to deal with not only Vikas Adhikari but Extension Officers too. In the working process he comes across the District Level Officers and Heads of Departments. The same process works at the Zila Parishad level. Even then there is no end to it. These functionaries have to keep contacts with M.L.A's, and M.P's. In such a structure the position of both public servants and elected representatives becomes extremely difficult.

21.5. The problem of relationship in Panchayati Raj, therefore, has to be viewed from a different angle and will naturally have to be tackled with a new approach. There is a feeling, widely-shared, that proper adjustment has not taken place between the elected representatives and public servants. Difficulties have also been experienced regarding the relationship between different elected representatives themselves and between official functionaries working in the Panchayat Samiti. But the problem in their cases is not so pronounced and can be attributed entirely to transitional phase.

### Diagnosis

21.6. Before we proceed to suggest remedial measures for ensuring good and harmonious relations, it is necessary to locate the points of conflict and the reasons which give rise to tensions and embitter relations.

(1) The tangle of relationship is most pronounced in the case of Pradhan and Vikas Adhikari in Panchayat Samitis. The problem has appeared in some of the Panchayat Samitis and has had its contagious effect in others.

Panchayat Samitis also. It is obvious and hardly needs any emphasis that unhappy relations between the Pradhan and the Vikas Adhikari i. e., between the elected head and the Chief Executive Officer lead to tense atmosphere and have an adverse impact on the functioning of the institution and the progress of development programme. Unhappy relations at the top permeate to lower levels and vitiate the entire atmosphere. The Study Team made confidential enquiries from the Pramukhs of Zila Panchayats and Collectors about the relationship between Vikas Adhikari and Pradhan, Vikas Adhikari and members and between officials and non-officials in general in the Panchayat Samitis. The summary of replies received is presented in Appendix XLVI. It would be seen that the position about relationship is not as bad as it is sometimes made out to be. The position about uneasy relations between the Pradhan and Vikas Adhikari is as follows:—

	Panchayat Samitis reported	Uneasy relations	Percent.
Pramukhs' assessment	135	15	11%
Collectors' assessment	203	12	6%

(2) As indicated earlier this situation is also due to the fact that either the services nor the elected representatives have past experience of working of local government and are not aware of the established conventions and practices. We are faced with a phenomenon of 'the contradiction between assertion of democratic end and authoritarian application of means'. We are confident the situation will gradually improve as the elected representatives as also the services gain experience in the democratic process.

(3) Another important cause for uneasy relations between the elected representatives and the public servants is the wrong emphasis of both on the exercise of powers and functions in the process of working. It would be unchaitable to put the blame for unhappy relations on any one side. Lapses and misunderstandings have arisen on both the sides. We have found that the clashes come mostly from misunderstandings and ignorance rather than from a desire to act wrongly on either side.

(4) Exercise of administrative discretion in individual cases, though at times of very petty nature, has also resulted in differences between the Pradhans and Vikas Adhikaris. Postings and transfers of staff very often cause misunderstanding and estrangement between the two functionaries.

(5) The present provisions about the administrative control have also been a fruitful source of mis-understanding. Following the provisions in law about administrative control over the staff, the Pradhan wants to establish a direct link with the officials of the Panchayat Samiti which the Vikas Adhikari generally resents. The Vikas Adhikari expects that the Pradhan should exercise his powers over the lower officials only through him.

(6) The Vikas Adhikari does not have adequate powers and effective disciplinary control over the staff from whom he is to take work. The appeals from the Vikas Adhikari's disciplinary orders are provided to the standing committee of the Panchayat Samiti. These provisions have led to a situation in which the employees of the Panchayat Samiti develop a tendency to establish group alignments and bypass the Vikas Adhikari. The lower staff at times tries to play up the Pradhan against the Vikas Adhikari.

(7) The Vikas Adhikaris in some cases are too conscious of their official status and the Pradhans are sometimes over-conscious about their political power and authority. This tendency creates difficulties in adjustment. The false sense of prestige and power acts as a wall between the two functionaries.

(8) Tensions are also caused by external interferences in the day-to-day affairs of these institutions.

### Remedy

21.7. There can be no cut and dried formulae for fostering good relations. What can be done at best is to eliminate the points of conflict as far as possible and make conscious efforts for development of a right climate. We give the following suggestions in this connection:—

(1) The most important and effective remedy in the sphere of relations is the growth of awareness amongst the services and the elected representatives about the nature of local government and development of healthy conventions in the functioning of these institutions. Although, this is essentially a slow process, steps must be taken to encourage the growth of this consciousness.

(2) Certain basic principles about the functioning of civil servants and elected representatives must be understood and imbibed by both i.e., elected representatives and public servants. These are:—

(a) The principal task of the elected representatives is to enunciate policy and issue directions for its implementation. The execution should be left to the public servant.

- (b) The public servants should be enabled and encouraged to give right advice without fear or favour. It should be an advice backed by experience and force of law and rules.
  - (c) Once decision is taken, there should be no discretion left to the public servant to withhold execution. He should implement the decision faithfully and loyally.
  - (d) When power is vested in the public servant by law, it should never be interfered with except through the process of law i.e., through appeals, revision etc.
  - (e) They should function as colleagues without any complex of their respective position and should be inspired by spirit of service.
  - (f) There should be mutual trust and respect for one another's views.
- (3) In the assignment of roles of different functionaries, there should never be any ambiguity. It should be specific and clear. Ambiguity in the powers and functions often leads to misunderstandings.
- (4) Effective remedial measures should be applied as soon as conflict or friction is noticed. This can be effectively tackled by both officials and elected representatives at higher levels. If, for instance, conflict is reported in a Panchayat about the relationship between the Village Level Worker and the Sarpanch, both the Vikas Adhikari and Pradhan should set to work to resolve the differences. It should be possible for them to bring about re-conciliation. Similarly, if conflict arises between the Vikas Adhikari and the Pradhan, the Chief Executive Officer and the Pramukh should play their role. Informal meetings and get-together would check frictions and bring about harmonious relationship.
- (5) The training programme should lay greater emphasis on the different aspects of local government in respect of institutional functioning. We have recommended in the chapter on Training that the Vikas Adhikari should be trained as an expert in relationship.
- (6) The power of the individual should be limited. It should generally vest in the parent body or the committee. We have kept this in view while making our recommendations about the structure and functional pattern.
- (7) Mutual understanding and regard is very necessary for development of good relations. The complementary roles of the non-official and the official in the set-up should be recognised. In the words of our late Prime Minister, Shri Jawahar Lal Nehru—

'Officials should bring the experience of training and disciplined service. The non-officials should represent and bring that popular urge and enthusiasm which give life to a movement. Both have to think and act in a dynamic way and develop initiative. The official has to develop the qualities of the popular leader, the people's representatives have to develop the discipline and training of the official, so that they approximate to each other; and both should be guided by the ideal of disciplined service in a common cause'.

(8) The elected representatives should recognise that it is the right of the officers to offer their advice on policy and that they are expected to do so. At the same time it should also be recognised by the officers that it is well within the rights of the elected representatives to reject their (officers') advice. Mr J. H. Warren has expressed this in the following words:—

'There is indeed, a wide recognition in the world of local government of the officers' right to advise on policy. In the most progressive Local Authorities, the officers are expected, and given to understand that they are expected, to do this. It is obviously only the officer, spending his daily life at the centre of the Local Authority's activities, who can measure the impact of the Local Authority's existing policies, who can know, the resources of the Local Authority so intimately as to be able to measure their adequacy in conditions of change and growth; whose knowledge of the services is so close, and whose experience so well-bedded down, as to make foresight possible; whose conspectus of needs can lead to long-term policies, in which the many-sided requirements of a place are brought into balance and proportion. Nor does anything we have said or quoted imply that the Local Authority which welcomes advice on policy from its officers, or accords them a large degree of initiative, relinquishes its own control. Local Government officers are not unaccustomed to having their more ambitious policies rejected, and it belongs to their professional code of conduct to apply a policy with which they may personally disagree as loyally as if it were their own.'

(9) Our recommendations about disciplinary control over the Panchayat Samiti and Zila Parishad staff including Extension Officers (Chapter XVII) will help to make the control of the Vikas Adhikari and the Chief Executive Officer definite and effective and will to that extent also help in

the process of developing good relations. We have also recommended that there should be unity in the line of administrative control, that is, the Pradhan should have administrative control over the Vikas Adhikari and the Vikas Adhikari should have administrative control over the staff. Similarly at the Zila Parishad level the Pramukh should have administrative control over the Chief Executive Officer and Chief Executive Officer over the staff.

(10) The policy about posting of Vikas Adhikari in a Panchayat Samiti should be definite. We have recommended in Chapter XVII that an R. A. S. officer should ordinarily remain Vikas Adhikari for 3 to 5 years and should not have a feeling that his assignment as Vikas Adhikari is only a temporary phase. A definite policy in this connection will certainly help the process of adjustment and adaptation.

21.8. Some of the measures indicated above have been incorporated in the structure and role we have recommended for different institutions. We must, however, emphasise that no measures can prove fool-proof where human relations are involved. The problem of human relationship cannot be solved through external devices or mechanical means. The lasting solution lies in the proper understanding of one's role whether he is a public servant or an elected representative. It is through the trust and confidence reposed in the public servant by the elected representative that the former can put in his best. Harold, J. Laski has rightly pointed out that 'the whole difference between efficient and inefficient administration lies in the creative use of officials by elected persons.'<sup>1</sup> It is indeed difficult to define the sphere of relationship. 'The relationship between the elected member and the expert is not susceptible of definitions; it is a habit of mind, a tradition, which can be recognised when seen but eludes the printed word'<sup>2</sup>.

SADIQ ALI

*Chairman.*

P. K. CHAUDHARI

MOTI LAL CHAUDHARI

MANIK CHAND SURANA

S. C. MATHUR

KESARI SINGH

T. N. CHATURVEDI

A. MOHAN LAL

IQBAL NARAIN

RAM SINGH

*Member Secretary.*

*Jaipur,*

*July 19, 1964.*

---

1. Harold J. Laski: A Grammar of Politics (1937) p. 424-5.

2. *Ibid.*

**SUMMARY OF CONCLUSIONS  
AND  
RECOMMENDATIONS**



## SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

S.No.	Summary	Reference to para numbers
1	2	3
<b>CHAPTER I</b>		
<b>Concept of Panchayati Raj</b>		
1.	Panchayati Raj was inaugurated in Rajasthan on 2nd October, 1959 by the late Prime Minister Shri Jawaharlal Nehru with faith and hope which were widely shared by people.	1.1
2.	During the later stages of the freedom struggle when Swaraj began to be defined in concrete terms, Panchayati Raj found an important place in it.	1.1
3.	The concept of Panchayati Raj found an important place in the Directive Principles of State Policy in the Constitution of India.	1.2
4.	The trend of slowing down in popular enthusiasm for Community Development Programme necessitated fresh thinking and fresh approach.	1.6
5.	The recommendations of the Balvantray Mehta Study Team were aimed at ensuring economy and efficiency in the Community Development Programme and enabling democratic bodies to take over the entire general administration and development of the district or sub-division.	1.7
6.	Panchayati Raj institutions should be viewed primarily as units of Local Government. They should also function as agency of the State Government in respect of activities and schemes transferred to them.	1.10
7.	Growth of local governing institutions is a universal phenomenon. Though Panchayats in ancient India had some	

1	2	3
	special features of their own, it would not be correct to think that they were a peculiarly Indian achievement.	1.14
8.	The evolution of Panchayati Raj should be viewed in the wider perspective of growth of local government and securing all-round development of the rural area through popular bodies.	1.22

## CHAPTER II

### Present Pattern

9	The former princely states which merged to form the State of Rajasthan did not have any sound and comprehensive system of Panchayats	2.2
10.	Panchayati Raj Ordinance, 1948 was promulgated as the first step towards organisation of Panchayats in the State. This Ordinance was replaced by the Rajasthan Panchayat Act, 1953.	2.5
11.	In 1959 the Rajasthan Panchayat Samitis & Zila Parishads Act, 1959 was passed and with the constitution of Panchayat Samitis and Zila Parishads under the Act and the existing Panchayats at village level, the three-tier system of Panchayati Raj was completed. The scheme of Panchayati Raj covered the entire State including all block and non-block areas	2.8 to 2.10
12.	A major re-organisation of Panchayats was undertaken in 1960 and smaller Panchayats were constituted for a village or group of villages with population of about 2000 persons	2.11
13.	Second Panchayati Raj elections took place at the end of 1960 and the Panchayati Raj Institutions entered their second term of office in January, 1961.	2.10

## CHAPTER III

### Working of Panchayati Raj in Rajasthan

14.	The State Government made constant efforts since the very beginning to watch the progress of Panchayati Raj and to ensure smooth functioning of these institutions.	3.5
-----	---	-----

1	2	3
15.	The State Government clearly and unambiguously stated that Panchayati Raj was not an experiment but an accepted policy.	3.6
16.	The over-all impact of Panchayati Raj on the development programme has been on the whole healthy. Physical achievements in Agriculture and Animal Husbandry are on the increase. In the sphere of some social amenities a declining trend is discernible.	3.9
17.	Good progress has been made in education after Panchayati Raj in respect of enrolment of students and supervision of schools.	3.13
18.	Panchayat Samiti has functioned as an active and effective institution in the system; Panchayat and Zila Parishad, however, have not been equally effective.	3.18
19.	General awakening in the people which has come in the wake of Panchayati Raj is a significant achievement. People now think seriously and intelligently about rural problems. A new leadership is emerging. There is a new urge in people for advancement and betterment through self-rule.	3.19 to 3.21
20.	Some trends and problems have emerged during this period of four and half years which required attention. These trends relate to group-fractions, emphasis on powers rather than duties; relationship between officials and non-officials, co-ordination between Panchayati Raj and Co-operatives, recruitment and disciplinary control of services, control and supervision over the institutions, continuous guidance and supervision and expeditious implementation of schemes.	3.23

#### CHAPTER IV

##### Structure and Mode of Elections (1)

21. Following considerations should be kept in view in devising the structure of Panchayati Raj institutions— 4.1
- (1) The structure should be simple and procedure of elections should be inexpensive. Direct elections should be limited to the lowest level only.

1	2	3
(2) The representative character of the institutions should be manifest.		
(3) Their membership should be neither too small nor too large; the structure should be broad-based.		
(4) Panchayati Raj bodies should be mutually complementary and not competitive; they should be organically linked from the bottom upwards.		
(5) Institutional functioning should be given paramount importance.		
(6) It should encourage emergence of good leadership.		
(7) Active party politics should be kept out of Panchayati Raj.		
22. Gram Sabha, consisting of the adult residents (i.e., the entire electorate) of the Panchayat circle, should constitute the base of the structure of Panchayati Raj.		4.3
23. The present size of Gram Panchayat should remain unchanged. It is neither too big nor too small; the Panchayat headquarter is easily accessible to people; it can muster up minimum economic strength; the Panchayat circles are co-extensive with Patwar circles which is a distinct administrative convenience and above all people have become familiar with the present unit.		4.4 to 4.15
24. The number of Panchas in a Panchayat should be prescribed as 8 to 15 who should be elected by secret ballot from Panchayat wards.		4.10
25. Co-option is, no doubt, a dilution of the democratic process, but it is necessary to retain it as a measure of giving representation to certain unrepresented groups.		4.24
26. The present provisions about co-option of women, Scheduled Castes and Scheduled Tribes in the Panchayat should remain.		4.25
27. President of the Service Co-operative Society (in case there are more than one such societies in the Panchayat circle, then one member elected from amongst Presidents thereof) should be made associate member of the Panchayat.		4.27

1	2	3
28. The associate member will have a right to vote in the proceedings but not in the election of Up-Sarpanch or no-confidence motion against the Sarpanch or Up-Sarpanch. He will not be eligible for the office of Up-Sarpanch.		4.28
29. Election of Sarpanch should continue to be direct by the voters of the Panchayat circle.		4.33
30. Election of Up-Sarpanch should be by the members of the Panchayat from amongst the Panchas (excluding the associate members).		4.34
31. No-confidence motion against Sarpanch should be considered as carried if passed by a majority of not less than 3/4 of the total number of Panchas in case of first and 2/3 of the total members in case of second and subsequent motions.		4.35
32. No-confidence against Up-Sarpanch should be by simple majority as at present.		4.37
33. First no-confidence motion against Sarpanch or Up-Sarpanch should not be allowed before expiry of six months of their entering office; second and subsequent motion should not be allowed before six months of the previous motion.		4.36
34. Nagar Panchayat should be constituted for villages and towns with population between 5,000 and 10,000.		4.39
35. Number of Panchas in a Nagar Panchayat should be 10 to 20.		4.43
36. Nagar Panchayat will have two associate members (instead of one in Gram Panchayat) one from Service Co-operative Societies and the other from societies other than Service Co-operatives.		4.45
37. General assembly of voters in Nagar Panchayat will constitute Nagar Sabha.		4.46
38. Besides the meeting of Nagar Sabha, ward meetings should be held by the Panchas.		4.47

## CHAPTER V

### Structure and Mode of Elections (2)

39. Panchayat Samitis which are not co-extensive with Tehsil boundaries should be re-organised to make them co-

1	2	3
extensive with one or more Tehsils. Panchayat Samitis and Zila Parishads will consist of ex-officio, associate, elected and co-opted members as follows:		
<b>Ex-officio</b>	<ol style="list-style-type: none"> <li>1. Sarpanchas</li> <li>2. Sub-Divisional Officer (non-voting.)</li> <li>3. M.L.A's.</li> <li>1. Pradhans,</li> <li>2. Collector (non-voting).</li> <li>3. M.P's./M.L.A's.</li> <li>4. Chairmen of Municipal Boards (non-voting).</li> </ol>	5.3
<b>Associate.</b>	<ol style="list-style-type: none"> <li>1. One representative of Service Co-operatives.</li> <li>2. One representative of other co-op. societies.</li> <li>3. Chairman of Marketing Society.</li> <li>1. President. Central Co-op. Bank.</li> <li>2. One representative of Service Co-operatives.</li> <li>3. One representative of other co-operative societies.</li> <li>1. One representative of District Co-operative Union.</li> </ol>	
<b>Elected.</b>	One member from each Nyaya circle.	One member from each electoral sector of 2 to 3 Panchayat Samitis.
<b>Co-opted:</b>	<ol style="list-style-type: none"> <li>1. Two women.</li> <li>2. Two members of Scheduled Castes.</li> <li>3. Two members of Scheduled Tribes.</li> <li>4. Representative of Gramdan villages.</li> </ol>	<ol style="list-style-type: none"> <li>1. Two women.</li> <li>2. One member of Scheduled Caste.</li> <li>3. One member of Scheduled Tribes.</li> </ol>
40.	M.P's. and M.L.A's. as ex-officio members in the institutions will have full voting rights, but they will not be entitled to hold office, nor contest election of office-bearers.	5.5 to 5.29
41.	Associate members will have right to participate and vote in proceedings but no right to participate in election of Office-bearers or hold office.	5.17  5.18
42.	'Elected members' should be elected by indirect method by Panchas in case of Panchayat Samiti and Sarpanchas in case of Zila Parishad.	5.21
43.	Co-option of persons with administrative experience, etc. should be abolished.	5.26

1 <sup>st</sup>	2	3
44.	Co-option should take place before the election of Pradhan or Pramukh and co-opted members should have full voting rights and should be entitled to hold office.	5.29
45.	Pradhan of Panchayat Samiti and Pramukh of Zila Parishad should be elected by a broad-based electoral college consisting of—	
(i)	all Panchas of Panchayats, and all members of Panchayat Samiti in case of Pradhan.	5.30
(ii)	all Sarpanchas of Panchayats and all members of Zila Parishad in case of Pramukh.	to 5.32
46.	Up-Pradhan of Panchayat Samiti and Up-Pramukh of Zila Parishad should be elected by members of the respective bodies.	5.33
47.	To complete the process of election in the minimum possible time and to eliminate the chances of extraneous influences and induction of active politics, the time interval between the different stages of election should be as short as possible.	5.34
48.	The provisions about no-confidence motion against Pradhan, Up-Pradhan, Pramukh and Up-Pramukh should remain as at present.	5.35 to 5.38
49.	There should be a State Panchayati Raj Advisory Council at the State level to function as clearing house of views and information. The Panchayati Raj Advisory Council should consist of all Pramukhs of Zila Parishad, 9 Pradhans of Panchayat Samiti, seven representatives of voluntary agencies, 9 M.L.A's., 5 M.P's., 3 representatives of State Level Co-operative Institutions. Development Commissioner and Heads of Departments.	5.39 to 5.41
50.	The tenure of Panchayati Raj institutions should be 4 years instead of three.	5.45 to 5.49
51.	Panchayati Raj institutions should be kept away from active party politics. No effective formal steps are possible to ensure this; much has to be left to the good sense of political parties who should by agreement devise a code of conduct in	

1	2	3
	this connection. Political parties should not be recognised for Panchayati Raj elections and party symbols should not be allowed to candidates.	5.50 to 5.56

52. Unanimous elections should be welcome if they come spontaneously due to village harmony and voluntary acceptability of a candidate, but no financial incentives are necessary for unanimous elections. 5.61

## CHAPTER VI

### Gram Sabha

53. Gram Sabha is envisaged as a popular base for Panchayati Raj set-up. An active Gram Sabha will provide a modicum of direct democracy at village level. 6.1  
to  
6.3
54. Gram Sabha has not been active so far due to variety of reasons viz., lack of publicity, unsuited timings, apathy of Sarpanch, inadequacy of functions and general illiteracy of people. 6.5
55. Statutory recognition should be given to Gram Sabha. 6.6
56. Gram Sabha should function through consensus. All matters of importance affecting village life should be discussed in Gram Sabha. The agenda of Gram Sabha should include Budget of Panchayat, reports about working of Panchayat, progress of schemes, utilisation of loans and subsidies, working of school and village co-operative and audit report etc. 6.7  
to  
6.10
57. Meetings of Gram Sabha should be held twice a year in May-June and Sept.-October. Besides, Gram Sabha meeting, Panchas should hold ward meetings also 6.12  
&  
6.13
58. Some of the important suggestions for vitalisation of Gram Sabha are—
- (1) Sarpanch should be made responsible for calling the prescribed meetings. It should be obligatory for Panchas and Sarpanch to attend the meeting.



1	2	3
	Laboratory Villages from the technical and expert knowledge as was envisaged.	12.16
150.	The scheme of Village Laboratories is a very well-thought scheme which if implemented effectively can prove of considerable benefit to the extension agency at the field level. It is very necessary to enthuse the District Level Officers about the efficacy and importance of this programme. They should be made personally responsible for making the scheme successful. The Laboratory Villages should become the 'adopted' villages of District Level Officers for which they can take credit and also should be responsible.	12.17
151.	The schemes relating to installation of pumping sets, construction of irrigation wells, distribution of fertilisers and improved agricultural implements have got popular response from the public and good progress has been registered in the Panchayat Samitis having potentialities of agricultural development. The programme of seed distribution needs improvement.	12.19
152.	In the sphere of animal husbandry, good progress has been made in the western districts of Rajasthan in respect of supply of improved breed of animals. The scheme of poultry development, however, has not made much headway. Animal husbandry programme in the hilly areas does not seem to have made a significant impact.	12.20
153.	Co-operative movement has not gained momentum in all the districts of the State. Service co-operatives have mostly worked as credit societies and have not fully attended to service functions.	12.21
154.	Effective and continued efforts are necessary in respect of recovery of arrears and current dues simultaneously so that the position of current dues replacing the old ones does not appear.	12.21
155.	Production programme as a whole has made good progress after Panchayati Raj. People have become conscious towards increasing production by use of improved methods and techniques. There is, however, much scope for improvement.	12.23

1	2	3
156.	The programme for industries in Panchayat Samitis does not seem to have made the desired impact. This is not in any way due to the establishment of Panchayati Raj. A re-orientated approach is necessary for the programme of rural industries.	12.24
157.	There has been discernible improvement in the working of Primary schools after Panchayati Raj in respect of enrolment, attendance of teachers and students and effective supervision.	12.25
158.	There has been no deterioration in the standard of education due to transfer of primary schools to the Panchayati Raj Institutions.	12.26
159.	There has been a gradual slackening in the tempo of social education activities. Steps should be taken to organise social education activities on regular lines through the Education Extension Officer and village School Teachers. Teachers should be paid an allowance of at least Rs. 10/- p.m. for conducting adult literacy classes.	12.31
160.	Womens' programme should be taken up through lady teachers in village schools who should be given a special pay of at least Rs. 15/- p.m. for this work. Residential accommodation should be ensured to lady teachers in the villages. Preference should be given to ladies in the recruitment of teachers.	12.33
161.	The programme of family planning should be taken up on a sound footing and it should be seen that the programme makes headway. Birth control operations should be encouraged by providing adequate facilities in rural areas and making good publicity. Every person who undergoes birth control operation should be given a reward of Rs. 10/- and the Panchayat and Panchayat Samitis securing largest birth control operations should be awarded cash prizes, on the basis of district and State level competitions.	12.34
162.	The general suggestions for improvement in transferred schemes include placing of District Level Officers under	

Zila Parishad, deputation of experienced and efficient hands as Extension Officers, realistic approach in fixation of targets, suitable modification in the Public Works Department schedule rates for interior areas, continuous availability of technical guidance and supervision, an efficient system of follow-up, timely allocation of funds sufficient discretion to the Panchayat Samitis in respect of selection of schemes and constant review of progress by the Vikas Adhikari and Extension Officers. 12.36

163. A large number of construction works are lying incomplete in the villages which have an adverse effect on people's morale. 12.37

164. Steps should be taken to complete the works which are lying incomplete and to ensure at the same time that the schemes are started after ensuring their timely completion. 12.39

165. All incomplete works should be surveyed and classified into two categories viz., (i) those which can be completed and made to yield results; and (ii) those which have proved utter failures and cannot be turned to good use. Works in category (i) should be completed by special financial assistance from the Government. Works in category (ii) should be written off after proper investigation and enquiry. 12.39

### CHAPTER XIII

#### People's Participation.

166. The downward trend in people's participation began in 1956-57 and continued till 1959-60. People's participation began to rise after Panchayati Raj and the increase continued till 1961-62 after which the downward trend reappeared. 13.5

167. People are still ready to contribute their share in those schemes which fit in their pattern of priorities and felt needs. People's participation presents a problem of mobilisation and needs efforts on the part of leadership both at the official and non-official levels. 13.6

1	2	3
168.	The contributory factors to the slackening of people's participation are reduction in the funds for the schemes; the compulsory element of matching contribution, lack of efforts on the part of leadership, appearance of group factions and divisive trends, and lack of vitality in the Panchayats.	13.7
169.	People's contribution is an essential prerequisite for the success of efforts for economic re-construction at a rapid pace in the context of limited resources of the country.	13.8
170.	People's participation should more often be obtained in the form of cash and material and undue emphasis on labour component should decrease. People's participation may be obtained in the form of sharing of expenditure on schemes by the Panchayat from its own resources.	13.9
171.	Panchayats and Panchayat Samitis should be encouraged to raise their own resources by tax and non-tax methods in order to make institutional contribution to the schemes by way of people's contribution.	13.9
172.	The compulsion attached to schemes about people's participation as a condition precedent should be dispensed with and instead it should be left to the Zila Parishad and Panchayat Samiti to lay down the quantum of matching contribution for schemes.	13.9

## CHAPTER XIV

### Weaker Sections

173.	Weaker sections should include members of Scheduled Castes, Scheduled Tribes, denotified and nomadic tribes, landless agricultural labour, village artisans, families owning less than one acre of land and destitutes.	14.2
174.	A means-test on the basis of annual income should also be applied to determine weaker sections.	14.3
175.	It can be broadly approximated that about 30 to 40 percent of the village community will constitute weaker sections according to the definition given.	14.5

1	2	3
176.	The Central and State Governments have taken a number of measures in the shape of special grants and loans, educational facilities, scholarships, opening of hostels and shelters and reservation of seats in Government service.	14.6 to 14.8
177.	The impact of the measures taken so far regarding amelioration of weaker sections has not been visible.	14 8
178.	By and large the Panchayati Raj Institutions have not been able to devote any special attention and render any significant help to weaker sections. These institutions had their own limitations in respect of financial resources.	14.9
179.	The schemes for benefit of weaker sections should be so orientated that weaker sections are able to derive the maximum benefit out of them. Terms and conditions of schemes should be liberalised. Loan assistance for rural housing should be utilised exclusively for weaker sections. Special emphasis should be given to development of poultry, fishery and piggery.	14.11
180.	The large scale programme of organising forest and labour co operatives should be undertaken. Co-operative processing units of agricultural produce should be started.	14.11
181.	An integrated scheme of loans should be introduced to enable cultivators of weaker sections to derive benefit from the agricultural land.	14.11
182.	Welfare of weaker sections should be the specific responsibility of the Zila Parishad which should be allotted special funds for this purpose.	14.11

#### CHAPTER XV

##### Panchayati Raj Finances

183.	The success of the local governing units depends to a considerable extent on their financial resources and strength. Finances of local governing institutions have to be provided through government grants and loans in considerable proportions.	15.2
------	--	------

1	2	3
	The Panchayat, Panchayat Samiti and Zila Parishad should have powers and should be encouraged and helped to own remunerative assets, <i>e. g.</i> , shops, markets, hotels, cinema houses, tractors, trucks, threshers, winnowers etc.	
	Income from bone collection contracts should go to the Panchayat Samiti as at present.	15.48
198.	Panchayati Raj Institutions should be permitted and helped to engage in non-speculative small-scale business and industrial undertakings, <i>e. g.</i> , plying of buses, setting up of bone-crushing factory, rice pounding mill, flour-mill, oil-mill, brick kilns etc.	15.48
199.	A new financial structure of grants and loans should be evolved with a view to make certain minimum funds available on a uniform pattern to every institution and also to promote a certain measure of discretion to them in utilising funds according to the local needs.	15.55
200.	Every Panchayat should be given a General Development Grant @ Re. 1/- per capita and every Panchayat Samiti should be given a General Development Grant of Rs. 2/- per capita on the basis of 1961 population. These grants to Panchayat and Panchayat Samiti should be shared by the Centre and the State equally. The General Development Grant in Panchayat Samiti will form the basis of revised schematic budget.	15.55 to 15.60
201.	Establishment should be the first charge on the General Development Grant; the balance should be available to Panchayat Samiti for production and social amenities programme provided that the expenditure on social amenities should not exceed 20% of such balance.	15.62
202.	Those Panchayat Samitis which have not run the full term of Stage I block, should be given an Adjustment Grant @ Re. 1/- per capita.	15.61
203.	Expenditure on Establishment in Panchayat Samitis over and above Re. 1/- per capita should be made available to them as Additional Establishment Grant.	15.62

1	2	3
204.	General Development Loan should be made available to Panchayat Samitis @ 50 Paise per capita.	15.63 & 15.64
205.	Specific grants should be given to Panchayat Samitis and Zila Parishads for the schemes and activities transferred to them which are not covered by General Development Grant.	15.65
206.	Specific loans should be given to Panchayat Samitis for different schemes not covered by General Development loan.	15.66
207.	Education grant should be given to Panchayat Samitis and Zila Parishads on per capita basis in order to ensure uniformity in respect of this primary obligation of the State. The Education Grant should be increased from year to year according to the expansion in education.	15.68
208.	Panchayati Raj Institutions should have powers to raise loans. Besides State Government should also grant loans to Panchayati Raj Institutions on suitable terms and conditions for starting non-speculative small scale business to undertakings or for taking up public utility works.	15.69 15.71

## CHAPTER XVI.

### Budgeting and Accounting.

209.	The present system of budgeting and accounting is rather complicated and needs improvement with a view to simplification and standardisation.	16.31 16.32
210.	The system of budgeting and accounting should be within the comprehension of the personnel available to Panchayati Raj Institutions. The forms prescribed should be simple and self-explanatory.	16.33
211.	The budget of these institutions should reflect the financial position of the institutions clearly. All receipts and expenditure under different heads should find a place in the budget.	16.36

1	2	3
212	Budget of the higher body should show the consolidated estimates of income and expenditure of the lower bodies also in an abstract form by means of an appendix.	16.37
213	In case of Panchayat Samiti the present Community Development schematic budget should be replaced by the revised schematic budget based on General Development Grant and Loans. The Panchayat Samiti will have complete discretion in respect of utilisation of the General Development Grants and Loans.	16.41
214	The budget of Panchayat should be approved by the Panchayat Samiti. In case the budget of Panchayat, duly approved, is not returned by the Panchayat Samiti within one month, the Panchayat should be free to go ahead with the expenditure on the lines proposed in the budget. Panchayat Samiti and Zila Parishad should have powers to pass their own budget. They should, however, be required to submit the budget to the higher level i.e., the Zila Parishad or the State Government for information and consolidation.	16.45
215.	The present circuitous mode of transfer of funds through Development Department with concurrence of Finance Department and on authorisation of Accountant General should be changed. Tentative allocations should be indicated by Heads of Departments by 15th December and final allocations with sanction for transfer of funds should be issued as soon as the State budget is passed. The Treasury Officer should credit into the P.D. Accounts, the funds according to sanctions communicated. Sanction of the Finance Department and authorisation of the Accountant General should not be necessary.	16.48
216.	The procedure of accounting should be such as would facilitate reconciliation of accounts and submission of returns. It is suggested that a separate small working group may study in detail the present accounting procedure and recommend new procedure and revised simplified forms in the light of financial pattern recommended.	19.49



1	2	3
217.	There is an urgent need for strengthening the accounts staff of the Panchayat Samiti/Zila Parishad. They should be imparted proper and intensive training.	16.53
218.	The present audit organisation should be decentralised and strengthened.	16.56
219.	Powers of ordering surcharge after considering the audit report may be vested in the Collector in case of Panchayat and Panchayat Samiti, and the Examiner, Local Fund Audit in case of Zila Parishad.	16.57

## CHAPTER XVII.

### Recruitment, Placement, Promotion and Disciplinary Control of Services.

220. The system of recruitment of services should ensure promptness, objectivity and right selection. An important objective in connection with the recruitment, promotion and disciplinary control of services is to insulate them from political and local influences. The disciplinary control of services should be immediate and effective. 17.2
221. The name of service should be Panchayati Raj Service instead of the present name of Rajasthan Panchayat Samiti and Zila Parishad Service. 17.7
222. The system of Selection Commission at the State level for recruitment of staff for Panchayati Raj bodies has not been functioning to the satisfaction of all concerned and there is a need for decentralising the selection of the personnel. 17.10
223. There should be a District Selection Committee at district level consisting of the Pramukh of Zila Parishad as Chairman and Collector, Chief Executive Officer and District Level Officer concerned as members. This Committee should be entrusted with the work of making selections for all the categories of staff encadred in Panchayati Raj Service. 17.11

1	2	3
224.	<p>Appointments to the posts should be made by the Chief Executive Officer from the list of approved candidates prepared by the District Selection Committee. The Chief Executive Officer or the Vikas Adhikari, as the case may be, should have powers to make temporary appointments for six months after prior approval of the Committee on Administration, in case there is no list of approved candidates or the list is exhausted.</p>	17.12
225.	<p>District Selection Committee should be empowered to effect transfers within the district. Inter-district transfers should be effected by the State Government.</p>	17.13
226.	<p>The Vikas Adhikari should have powers to impose minor punishments on the members of Panchayati Raj Service and to impose all penalties in case of Class IV Servants. Appeal from the orders of the Vikas Adhikari should lie to the Chief Executive Officer. The Chief Executive Officer should be empowered to impose major penalties on the employees of Panchayat Samiti and appeal from his orders should lie to the District Tribunal.</p>	17.20
227.	<p>At the district level, the powers of imposing minor penalties over the ministerial staff should vest in the District Level Officer concerned and those for major penalties in the Chief Executive Officer. In case of Class IV Servants, the Chief Executive Officer should have complete disciplinary powers. Appeal from the orders of the District Level Officer should lie to the Chief Executive Officer and from the orders of the Chief Executive Officer to the District Tribunal.</p>	17.23
228.	<p>The Chief Executive Officer of the Zila Parishad and the Vikas Adhikari of the Panchayat Samiti should have powers of imposing minor penalties on the non-gazetted staff on deputation. The District Level Officers also should have powers of minor penalties on the subordinate staff of their department on deputation in Panchayati Raj bodies. Appeals from the disciplinary orders of the Chief Executive Officer, Vikas Adhikari or District Level Officer in respect of deputation staff should lie to the concerned Head of the Department.</p>	17.24

1	2	3
229.	In case of specific complaints against a Vikas Adhikari, District Level Officer or Chief Executive Officer by the Pradhan or Pramukh, the matter should be enquired into and the result and action initiated should be communicated to the complaining party.	17.25
230.	Confidential Report of Chief Executive Officer should be initiated by the Pramukh and submitted to the Government. Annual Confidential Report of Vikas Adhikari should be initiated by the Chief Executive Officer and submitted to the Government. The Pradhan Panchayat Samiti should send a report about the work of the Vikas Adhikari which will form part of the confidential record.	17.27
231.	Annual Confidential Report of District Level Officers should be written by Chief Executive Officer and submitted to concerned Head of the Department. Annual Confidential Report of Extension Officers should be initiated by the Vikas Adhikari and submitted to Chief Executive Officer through District Level Officers.	17.27
232.	A definite and uniform policy should be followed in respect of placement and transfer of officers. Good and attractive stations should not be monopolised by a few persons and efficient work should be rewarded by better postings.	17.29 & 17.30
233.	A scheme of incentives and deterrents is necessary for encouraging good work and discouraging incompetence and inefficiency.	17.32
234.	Continuous watch and supervision and regular assessment of work operates as an effective deterrent. A specific entry should be made in the confidential report about the performance of the official. Disciplinary action should be initiated against officials in case of persistent defaults inspite of warnings and suggestions.	17.33
235.	Incentives should be provided to all the categories of services by ensuring definite promotion prospects and by organising district and State level competitions and granting advance increments.	17.34 to 17.40

1	2	3
236.	Definite rules and procedure should be laid down for compilation of seniority list of Panchayati Raj Services and for laying down the criteria of promotion. The terms and conditions of services in Panchayati Raj in respect of pay, pensions, leave, medical attendance should be the same as in Government service.	17.41

### CHAPTER XVIII Control and Supervision

237.	In the system of control and supervision it should be ensured that the system does not unduly hamper the independent functioning and mar the initiative and discretion of the institutions. At the same time a check on irregularities and abuse of powers should be ensured. The institutions should be saved from pitfalls and dangers but should not be stopped from growing.	18.1
238.	The existing provisions about control and supervision have proved to be deficient and ineffective mainly due to remoteness and centralisation at the State level.	18.6
239.	There should be a State Tribunal at the State level and District Tribunals at the district level for dealing with control and supervision of Panchayati Raj Institutions.	18.8
240.	The District Tribunal should consist of the Pramukh Zila Parishad, the District Collector and a judicial member appointed by the Government who should be of the status of a District and Sessions Judge. The judicial member should be the Chairman of the Tribunal and the Chief Executive Officer should work as its Secretary.	18.9
241.	The functions and powers of the District Tribunal will be (i) examination and action in respect of resolutions of Panchayats and Panchayat Samitis; (ii) disciplinary actions against the Panch, Sarpanch of Panchayat, Members and Chairman of Nyaya Panchayat and Members of Panchayat Samiti; (iii) determination and order about incurring of disqualifications and cessation of membership in case of	

1	2	3
	members of Panchayat and Panchayat Samiti; (iv) appeals against disciplinary orders in respect of Panchayati Raj Services.	18.10
242.	The State Tribunal should consist of a judicial member of the status of a High Court Judge appointed by the Government as Chairman and the Development Commissioner and a representative of the State Panchayati Raj Advisory Council as members.	18.12
243.	The State Tribunal will have functions similar to the District Tribunal in respect of members and Pramukh of Zila Parishad and Pradhans of Panchayat Samitis. It will also hear appeals against the orders of surcharge passed by the Collector or the Examiner, Local Fund Audit.	18.13
244.	The Tribunals may either enquire into the allegations themselves or entrust the enquiry to any officer of the Government not below the rank of Sub-Divisional Officer. An appeal should lie from the orders of the District Tribunal to the State Tribunal. There need not be any appeal from the orders of the State Tribunal but it should have powers to review its decisions.	18.18
245.	The State Government should have powers to suspend, supersede or dissolve any of the Panchayati Raj bodies.	18.19
246.	The State Government should have powers of issuing directions to Zila Parishad or Panchayat Samiti to carry out or adopt certain programme for securing National and State priorities.	18.20
247.	Government should have powers of revision and review in case of original or appellate orders of the Panchayat Samiti or Zila Parishad or the Collector in respect of administrative matters. Powers of inspection and calling for the record of any resolution passed by Panchayat, Panchayat Samiti or Zila Parishad and cancelling or modifying the same should also remain with the State Government.	18.21
248.	With a view to decentralisation of audit, there should be an Assistant Examiner, Local Fund Audit for a group of	

1	2	3
	2 to 4 districts. There should be a sufficient number of audit parties so as to enable them to conduct audit of each Zila Parishad and Panchayat Samiti twice a year and each Panchayat once a year.	18.22
249.	The functions and powers in respect of compliance of audit reports should be delegated to the Collector in cases of Panchayats and Panchayat Samitis.	18.24
250.	Powers of ordering surcharge from a person should lie with the Collector in case of Panchayat and Panchayat Samiti and with the Examiner, Local Fund Audit in case of Zila Parishad.	18.25
251.	Collector should have powers to stay execution of a resolution of Panchayat Samiti in case of danger to public peace or safety. Collector should also have powers of entry and inspection in respect of Panchayat and Panchayat Samiti.	18.26

## CHAPTER XIX

### Co-ordination

252.	The importance of co-ordination between Panchayati Raj Institutions on the one hand and co-operative institutions, voluntary agencies and Government Departments on the other cannot be over-emphasised.	19.2
253.	It has to be seen that the different Panchayati Raj bodies do not run at cross-purposes to one another but function as complementary units. It should be the responsibility of the elected head of the institution and the Executive Officers to see that necessary co-ordination with the other institutions is effected.	19.5
254.	Co-ordination in the different activities of the same institution is also necessary. This also has to be achieved by the Head of the institution and the Executive Officer through constant touch with the different functionaries.	19.6
255.	The Pradhan or Pramukh should hold periodical meetings of the Chairmen of all Committees for discussing the approach and broad policy.	19.7

1	2	3
256.	Co-ordination between Panchayati Raj bodies and co-operative institutions is sought to be achieved through inter-institutional representation with no right to vote and hold office.	19.9
257.	In order to effect economy as also linking of the two institutions, a common audit organisation for Panchayati Raj bodies and co-operatives is recommended.	19.12
258.	Representatives of voluntary agencies should be associated with the working of Panchayati Raj bodies by co-opting them on the committees.	19.14
259.	Co-operation of voluntary agencies may be sought in the training of Panchayati Raj functionaries.	19.15
260.	The District Level Officers should keep the departments in continuous touch by submitting quarterly statements of progress.	19.16
261.	The linkage of Sub-Divisional Officer and the Collector as ex-officio members of the Panchayat Samiti and Zila Parishad respectively should help the process of co-ordination specially in respect of revenue and police matters.	19.18
262.	Placing of Agriculture, Animal Husbandry and Co-operative Departments under the Development Commissioner will lead to better co-ordination between these departments <i>inter-se</i> and with the Development Department.	19.20
263.	Co-ordination at lower levels will follow co-ordination at higher levels.	19.22
264.	It should be the responsibility of the Development Department to extend continuous guidance and assistance to Panchayati Raj bodies in matters of rules, procedures, financial allotments, transfer of funds and implementation of programmes etc.	19.23

## CHAPTER XX

### Training

265. A good training programme should aim at preparing the trainees for efficient discharge of their duties. It should be

practical with a sufficient theoretical base. The programme of training should be interesting and attractive to which trainees may feel drawn automatically. The training should help the formation of right attitude towards Panchayati Raj Institutions.

20.6

266. Judged from these attributes the training programme needs improvements. Several deficiencies viz., lack of practical approach, lack of fully qualified staff, absence of personal touch, lack of adequate equipment, absence of adequate follow-up etc. have been pointed out.

20.7

267. Members of Panchayat Samiti and Nyaya Panchayats do not turn up for training at the institutions.

20.9

268. Following are some of the suggestions for improvement of training of non-officials:—

(i) Deputation for training should not be in busy agricultural season;

(ii) Sufficiently advance planning should be done by Zila Parishads and sufficient notice should be given to trainees;

(iii) Lodging and boarding arrangements should be improved;

(iv) Instructors should develop personal touch with trainees;

(v) Books written in Hindi in popular style should be made available to trainees;

(vi) Non-official trainees should be paid daily allowance for the period of training.

20.10

269. There should be greater emphasis on attitude building in the training of Vikas Adhikaris. Care should be taken in selecting places for practical training. The foundational training at Training School should include the subject of Panchayati Raj and Community Development.

20.11

270. It has been observed that Extension Officers do not have adequate practical knowledge and are unable to apply themselves to practical problems.

20.13

271. Practical training should be imparted to fresh graduates who are appointed as Agriculture Extension Officers or Husbandry Extension Officers at least for



1	2	3
	3 months. They should be given full pay during training and should be designated as Additional Extension Officers.	20.14
272.	The Gram Sewaks are not enthusiastic about their training. The Gram Sewaks' training is not going on satisfactorily.	20.17
273.	Gram Sewaks' training requires to be improved in following respects—	
	(i) Boarding and lodging arrangements require improvement;	
	(ii) Personal contacts should be developed between trainees and instructors ;	
	(iii) Adequate facilities should be provided for practical work;	
	(iv) The period of training should be divided into two sessions; each session should be further divided into two for training at the Centre and practical work in Panchayat Samiti;	
	(v) During the period of practical training an additional allowance of at least Rs. 25/- p.m. besides the stipend should be given;	
	(vi) Trainees should be allowed a break of 15 days in each session for going home;	
	(vii) Course books written in simple Hindi should be provided to trainees. There is at present an acute dearth of such books;	
	(viii) Trainees should be sent to the Training Centre in their own region, not to distant places.	20.18
274.	Selection of the Principal and Instructors should be made with care keeping in view the record of their performance in the field, their attitude and liking for the job.	20.20
275.	A regular system of contact with field problems should be developed at the Training Centres.	20.22
276.	A regular system of follow-up should be introduced at the Training Centres.	20.24

## CHAPTER XXI

## Relationship

277. There is a feeling widely-shared that there has not been proper adjustment between elected representatives and public servants. 21.5
278. The tangle of relationship is most pronounced in case of Pradhan and Vikas Adhikari in Panchayat Samitis. Confidential enquires by the Study Team revealed that the extent of unhappy relations was 6% by Collector's assessment and 11% by Pramukh's assessment. 21.6
279. The reasons which give rise to uneasy situations are lack of past experience of traditions and conventions, emphasis on exercise of powers, exercise of discretion in individual cases, dyarchy in administrative control of staff and external interferences. 21.6
280. Growth of awareness amongst services and the elected representatives about the nature of local government and development of healthy conventions will lead to harmonious relations. This is essentially a slow process. 21.7(1)
281. Certain basic principles about functioning of civil servants and elected representatives should be understood and imbibed by both —
- (i) The elected representatives have to enunciate policy and issue directions for its implementation. Execution should be left to public servant;
  - (ii) Public servant has a right, and should be encouraged to use this right of giving advice without fear or favour;
  - (iii) There should be no discretion left to the public servant to withhold execution, once decision has been taken ;
  - (iv) Power vested in public servant by law should not be interfered with;
  - (v) Both functionaries should function as colleagues without any complex;
  - (vi) There should be mutual trust and respect for one another's views.

1	2	3
282.	Role of functionaries should be clearly enunciated	21.7(3)
283.	Effective remedial measures should be applied as soon as conflict or friction is noticed.	21.7(4)
284.	The training programme should lay more emphasis on relationship.	21.7(5)
285.	Powers of individual in an institution should be limited.	21.7(6)
286.	Definite and effective control of the Chief Executive Officer and Vikas Adhikari over their staff will help the process of good relationship.	21.7(9)
287.	The policy of posting Vikas Adhikaris in Panchayat Samitis should be definite and Vikas Adhikari should not have the feeling that his assignment as Vikas Adhikari is only a temporary phase.	21.7(10)

## APPENDICES

## LIST OF APPENDICES

No.	Subject	Reference to Para No.	Page
1	2	3	4
I.	Questionnaire—A .. .. .	0.6	283
II.	Questionnaire—B .. .. .	0.6	295
III.	Statement showing questionnaire issued and replies received by the Study Team ..	0.6	322
IV.	Record of meetings held .. ..	0.5	323
V.	List of districts and institutions visited by the Panchayati Raj Study Team .. ..	0.7	324
VI.	List of persons interviewed by the Panchayati Raj Study Team .. .. .	0.7	326
VII.	An analysis of the replies to the questionnaire received from different respondents. ...	0.6	330
VIII.	List of Reports and Publications .. ..	0.9	337
IX.	The Third Schedule to Rajasthan Panchayat Act, 1953 .. .. .	2.15	339
X.	Functions of Panchayat Samitis ..	2.29	345
XI.	Powers and Functions of Zila Parishads ..	2.33	350
XII.	Physical achievement in Panchayati Raj Institutions .. .. .	3.9	352
XIII.	Average per block of Physical Achievement under C. D. Programme from 1956-57 to 1963-64 .. .. .	3.9	354
XIV.	Statement showing the area, population, Pan- chayats and Nyaya Panchayats of Districts of Rajasthan, 1961 .. .. .	4.5	356
XV.	Statement showing number of Panchayat and Patwar circles District-wise .. ..	4.4	358

1	2	3	4
KVI.	List of Municipal Boards with population below 10,000 .. .. .	4.38	359
XVII.	Statement showing Panchayat Samitis in relation to Tehsil boundaries .. ..	5.1	361
XVIII.	Statement showing Panchayat Samitis which are co-extensive with Tehsil boundaries ..	5.1	363
XIX.	Statement showing Panchayat Samitis which are not co extensive with Tehsil boundaries..	5.1	369
XX.	Statement showing population and area of Panchayat Samitis (1961 census).. ..	5.2	372
XXI.	Powers and functions of Panchayats ..	7.9	379
XXII.	Statement showing categories of Panchayat Samitis for the purpose of staffing pattern ..	8.24	385
XXIII.	Staffing pattern of Panchayat Samitis ..	8.24	392
XXIV.	Classification of Districts .. ..	9.39	393
XXV.	Staffing pattern of Zila Parishad .. ..	9.39	394
XXVI.	Transferred schemes .. ..	12.1	395
XXVII.	Statement showing people's participation and Government expenditure under C. D. Programme .. ..	13.5	399
XXVIII.	Statement showing income of Panchayat Samitis from their own resources .. ..	15.10	400
XXIX.	Statement showing expenditure out of the own resources of Panchayat Samitis for the year 1962-63 .. ..	15.10	402
XXX.	Income of Panchayats from taxes in certain districts of Rajasthan during the year 1961-62 .. ..	15.21	404
XXXI.	Total income of Panchayats from different sources during the year 1961-62 .. ..	15.21	405

1	2	3	4
XXXII.	Statement showing position about taxes imposed by Panchayat Samitis .. ..	15.22	406
XXXIII.	Powers of taxation of Panchayati Raj Institutions .. ..	15.37	407
XXXIV.	Permissions and Licences which may be issued by Panchayats .. ..	15.45	409
XXXV.	List of professions in respect of which Zila Parishad may levy tax .. ..	15.26(6).	410
XXXVI.	Statement showing transfer of funds to P. D. Account of Panchayat Samitis/Zila Parishads during the years 1961-62 to 1963-64 ..	15.50	411
XXXVII.	Proposed Financial pattern of Panchayati Raj Institutions.. ..	15.72	413
XXXVIII.	Form of Budget of Panchayat .. ..	16.38	415
XXXIX.	(Proforma) Abstract of the Budget Estimates of Panchayat Samiti/Zila Parishad ..	16.44	419
XL.	(A) Disciplinary control of services ..	17.28	421
	(B) Annual Confidential Reports of Services..	17.28	423
XLI.	Grouping of districts for appointment of judicial members of District Tribunal and Assistant Examiner, Local Audit Fund .. ..	18.9 & 18.22	424
XLII.	Chart showing Present Administrative Organisation .. ..	19.22	426
XLIII.	Chart showing Proposed Administrative Organisation .. ..	19.22	428
XLIV.	List of Training Institutions .. ..	20.4	430
XLV.	Statement showing the trainees trained at Panchayati Raj Adhyayan Kendras during the year 1962-63 .. ..	20.9	432
XLVI.	Statement showing relationship between Pradhan and Vikas Adhikari and officials and non-officials in Panchayat Samitis .. ..	21.6	433

## APPENDIX I

## Questionnaire issued by the Study Team

## QUESTIONNAIRE A.

(Reference: Para 0.6)

## 1. General

1.1. How do you sum up the general impact of Panchayati Raj on the working of the development programme ?

1.2. How do you view Panchayati Raj—

- (1) As an extension of Community Development Programme;
- (2) As an Administrative agency;
- (3) As unit of Local Government ?

1.3. Under the present scheme of Panchayati Raj in the State, the Zila Parishads are advisory and co-ordinating institutions. The Panchayat Samitis are responsible for the implementation of the Development programme and Panchayats being the basic units at the village level function as executive agencies of the Panchayat Samitis. Are you satisfied with this set-up ? Have you any suggestions for change in the set-up involving modification in the role of these institutions ? Please give your suggestions with particular reference to the following:—

- (1) Should Zila Parishads be given executive responsibility ? If so, what functions could be assigned to them ?
- (2) What modifications are necessary to be made in the role of Panchayat Samitis ?
- (3) Should there be any change in the present status of Panchayats ?
- (4) If you suggest changes under (1), (2) & (3) above what should be the pattern of inter-relationship of these institutions ?

## 2. Structure and Mode of Elections

*Ex-officio membership*

2.1. What is your opinion about the functioning of the ex-officio members in the Panchayati Raj Institutions ? Would you suggest any changes in the system ?



2.2. Should the principle of *ex-officio* membership be extended to the sub-committees of Zila Parishad and Standing Committees of Panchayat Samiti also ?

*Co-option :*

2.3. (a) What in your opinion is the purpose of co-option in Panchayati Raj Institutions ?

(1) Is it to give representation to the minority or the un-represented group ?

(2) Is it, to strengthen the majority group ?

(b) What is your opinion about the impact of co-option on the working of Panchayati Raj Institutions ? What modifications would you suggest in the system of co-option ? Is it necessary that all categories of co-opted members should continue ? If not, which categories could be eliminated ?

2.4. To ensure effective representation of certain groups, do you suggest the introduction of the system of reserve seats ?

2.5. At what stage would you suggest co-option ? Should it precede or follow the election of Pradhan/Pramukh ? Please give reasons for your reply.

#### *Mode of Elections:*

2.6. The Pramukh and the Pradhan are elected through the process of indirect election by the members of the Zila Parishad and the members of the Panchayat Samitis respectively after co-option proceedings are over. The Sarpanch is elected by the electorate of the Panchayat circle directly. How is this system working ? Would you suggest any changes in the light of experience gained ? Please give your opinion about the following:—

(1) Whether the electoral college for the election of Pramukh and Pradhan be made broad-based so as to include all the members of Panchayat Samitis and Panchayats respectively ?

(2) Whether election of Sarpanch be made indirect ?

(3) Whether there should be provision for membership of some persons in Zila Parishads and Panchayat Samitis who may come through the process of direct election in addition to *ex-officio* and co-opted members ?

### *Motion of No-Confidence*

2.7. Would you suggest change or modification in the present provisions relating to motion of no-confidence against Sarpanch, Pradhan and Pramukh ? Please give concrete suggestions.

2.8. What has been the role of political parties in the Panchayati Raj elections ? Do you think Panchayati Raj elections should be held on non-party basis ? If so what measures would you suggest to ensure this ?

2.9. What has been the impact of unanimous elections on Panchayati Raj ? Are unanimous elections due to—

- (1) lack of political influence in the area;
- (2) complete harmony and understanding in the village;
- (3) over-riding influence of some individual;
- (4) incentive of additional grants;
- (5) any other factor ?

2.10. Do you feel that emergence of the Sarpanch and the Pradhan as powerful functionaries in the Panchayats and Panchayat Samitis has prevented the growth of institutional functioning of these institutions or there are other factors which have led to the situation ? What measures would you suggest so as to encourage institutional growth of these institutions ?

### *Tenure*

2.12. The term of the Panchayati Raj institutions is three years. Would you suggest any change ? Please indicate reasons for your reply.

### *Area of the Panchayat and Panchayat Samiti*

2.13. Have you any suggestions about the size of the Panchayats and Panchayat Samitis ? Give your views about:

- (i) membership,
- (ii) area of operation,
- (iii) population covered, and
- (iv) economic viability.

### *3. Sub-Committees and Standing Committees*

3.1. There are provisions in the Act for the constitution of sub-committees in Zila Parishad and standing committees in Panchayat Samiti

on different subjects. What is your general impression about the working of these committees? Please give your opinion under the following heads:—

- (i) Whether any limit should be imposed regarding (i) the minimum and maximum number of such committees (ii) membership of these committees?
- (ii) Are minority groups represented in these committees?
- (iii) Whether there has been adequate delegation of powers to these committees?
- (iv) Whether there is any discrimination between one committee and the other in the same institution with regard to the delegation of powers?
- (v) Do these committees take decisions independently utilising the powers delegated to them?
- (vi) Do these committees have a tendency to transgress the delegated authority and usurp the powers of the general body?
- (vii) How is Zila Parishad/Panchayat Samiti kept informed of the decisions taken by the committees?
- (viii) How is co-ordination achieved in the functioning of these committees?
- (ix) Would you suggest constitution of a working committee of the Zila Parishad/Panchayat Samiti with heads of the different sub-committees/standing committees as members for co-ordination?
- (x) How is the system of retirement of the members of the Standing Committees of the Panchayat Samitis working?
- (xi) Whether the Zila Parishads should have Standing Committees?
- (xii) How is power of reviewing exercised by the Panchayat Samitis?
- (xiii) What measures would you suggest to improve the working of these committees? Please give detailed suggestions.

#### 4. Powers and Functions

4.1. What is your opinion about the powers and functions assigned to the Zila Parishads, Panchayat Samitis and Panchayats? Please give details under the following heads with your suggestions for improvement:—

- (i) Whether these institutions have been assigned adequate powers to enforce and implement their decisions?

- (ii) Whether they have adequate financial resources to discharge the duties and responsibilities entrusted to them ?
- (iii) Whether they have adequate personnel for carrying on their functions ?

## 5. Role of Zila Parishad

5.1. How far Zila Parishads have been able to supervise and guide the working of Panchayat Samitis ?

5.2. What difficulties have been experienced by the Zila Parishads in the discharge of these functions ? Please indicate with special reference to the following:—

- (i) Scrutiny of the budget—Whether the comments of the District Development Officer have been received in time and whether they were helpful in the scrutiny of the budget ?
- (ii) Whether the advice given by the Zila Parishad in respect of budget is accepted by the Panchayat Samitis ?
- (iii) Distribution of *ad-hoc* grants—What has been the basis of distribution of *ad-hoc* grants *e. g.* according to population or actual requirements or any other basis ? What basis would you suggest for distribution of *ad-hoc* grants ?
- (iv) Co-ordination and consolidation of plans—Whether Zila Parishads have exercised effective role in the preparation of District plans and the review of progress ? What is the mechanism of review and how is it functioning ?
- (v) What is the response from the Panchayat Samitis to the various instructions issued by the Zila Parishad from time to time in connection with:—
  - (1) General guidance;
  - (2) Review of Progress ?
- (vi) Whether the supervisory role of the Zila Parishad has been accepted by the Panchayat Samitis or there is any reluctance on their part to accept its advice and guidance ? Have Zila Parishads taken some steps in the event of Panchayat Samitis not accepting their advice ? If so, with what results ?

5.3. How far District Level Officers of technical Departments have been helpful to the Zila Parishads in its effective functioning by their—(i) timely technical guidance (ii) effective technical supervision.

5.4. Zila Parishads are required to advise the State Government on all matters relating to the implementation of the various schemes under the Five Year Plan within the District. Whether Zila Parishads have fulfilled this role ?

## 6. Role of Panchayat Samitis and Panchayats

6.1. What is your opinion regarding the implementation of the transferred schemes by the Panchayat Samitis ?

(a) Whether the schemes are implemented according to the terms and conditions ?

(b) Whether the schemes are implemented according to the prescribed time schedule ?

If not indicate causes, which have been responsible for delay.

6.2. Whether Panchayat Samitis receive:

(a) Adequate guidance from the District level technical officers and concerned technical departments.

(b) Timely and adequate allotment of funds.

6.3. Has adequate trained staff been provided to the Panchayat Samitis by concerned departments to implement their schemes ?

6.4. In what manner State and National priorities are intimated to the Panchayat Samitis ? What is the system of scrutiny to ensure that such priorities are being adhered to ?

6.5. How do the Panchayat Samitis utilise funds from their own resources ? What is the percentage of expenditure on production programme *vis-a-vis* social amenities programme ?

6.6. In what manner Panchayat Samitis have provided guidance to Panchayats in—

(a) the formulation of village and Panchayat production plans;

(b) the execution of works entrusted to Panchayats.

6.7. Whether Panchayat Samitis give adequate help and facilities to Panchayats for implementing the schemes entrusted to them and their own plans ?

6.8. What in your opinion has been the performance of Panchayats as basic units of self-government at the village level in Panchayati Raj ?

What are your suggestions to improve their working ? Please elucidate your reply with reference to the following:—

- (1) Village production plan and its implementation ;
- (2) Execution of development works ;
- (3) Development of local initiative and popular support for the programme.

6.9. Do you think the working of the Panchayats and co-ordination of their activities *vis-a-vis* Panchayat Samiti will improve if Village Level Worker is appointed as Secretary of the Panchayat and Co-operative Society.

6.10. What role Panchayati Raj Institutions have played in ensuring the achievement of the following objectives ?

- (a) Increase in production by according highest priority to production programmes.
- (b) Development of co-operative institutions ;
- (c) Utilisation of man-power resources ;
- (d) Development of local initiative and enterprise ;
- (e) Development of voluntary organisations.

What difficulties have they experienced in achieving these objectives ? Please give suggestions for improvement. If they have not fully succeeded what do you think have been the reasons ? What steps do you suggest to ensure success in this directions ?

6.11. What has been the impact of Panchayati Raj on the general functioning of extension agencies ?

## 7. People's Participation

7.1. What has been the impact of Panchayati Raj in enlisting popular support for the following :—

- (i) People's contribution in the development programme specially under the following activities :

- (1) Construction works under :

- (a) production programme ; and
- (b) social amenities programme.

- (2) organisation of campaigns and drives ;

- (3) maintenance and running of institutions transferred to Panchayati Raj bodies ; and

(4) raising of resources through taxation and other methods.

7.2. How do you sum up people's general attitude towards the programme after the introduction of Panchayati Raj ?

- (1) They feel definitely more/less involved in the programme;
- (2) They have grown apathetic towards the programme;
- (3) They feel interested only in respect of schemes directly benefiting them and do not evince sufficient interest in schemes indirectly benefiting them;
- (4) They feel interested only where the members of the Panchayati Raj bodies are able to inspire confidence.

Mark your reply from the above possibilities and then elucidate your reply. Please also suggest remedial measures.

### 8. Resources of Panchayats and Panchayat Samitis

8.1. Under the law, Panchayat Samitis and Panchayats are authorised to levy taxes. By and large, Panchayats have been found reluctant to impose taxes. What do you think are the reasons for this reluctance ?

8.2. At what level the power of taxation should rest ?

- (i) Zila Parishad ,
- (ii) Panchayat Samiti ;
- (iii) Panchayat .

At present both Panchayats and Panchayat Samitis have powers to impose taxes. Do you think this has led to confusion and the power of taxation should be given only to one body ?

8.3. At present imposition of taxes is not obligatory. Should it be made so ? If yes, please indicate the taxes which should be made obligatory and also the institution which should levy such taxes.

8.4. What specific measures would you suggest to ensure that Panchayati Raj Institutions are able to raise adequate resources ?

8.5. Instead of resorting to taxation, people may be asked to make compulsory contribution towards specific projects specially at village level. What is your opinion about this idea ? If you favour the idea what do you suggest to be basis of such compulsory levy ?

8.6. What difficulties are being experienced in the recovery of taxes imposed by Panchayat Samitis ? Are these difficulties due to:—

- (i) reluctance of people to pay;

- (ii) wrong assessment of taxes;
- (iii) imposition of unduly high taxes;
- (iv) lack of efforts on the part of the revenue agencies;
- (v) lack of co-operation between revenue and Panchayat Samiti staff.

What are your suggestions for remedying the situation?

8.7. What has been the pace of recovery of instalments of Panchayat Samiti loans and advances? What do you think are the reasons for slow progress of recovery of loans and advances and what steps would you suggest for improving the pace of recoveries?

8.8. It is the function of the Panchayat Samiti to distribute loans and impose taxes; but the responsibility for recovery of loans and taxes has been cast on the revenue agency. To what extent do you think the slow progress of recovery of loans and taxes is due to this position?

Do you think the progress of recovery will improve if the responsibility for collection of loans and taxes is entrusted to the Panchayati Raj Institutions themselves?

8.9. What are your views about the non-tax revenues of Panchayati Raj Institutions? Have they made efforts to augment their non-tax resources. What are your suggestions for augmenting non-tax revenues of these institutions?

## 9. Weaker Sections

9.1. The study Group on the welfare of weaker sections has recommended that weaker section should be divided into following categories:—

- (a) families whose income is less than Rs. 1000/- a year come under 'chronic economic backwardness'.
- (b) families whose income is less than Rs. 500/- a year come within 'chronic backwardness deserving priority' and
- (c) families whose income is less than Rs. 250/- a year have been classed as destitutes.

How far Panchayati Raj Institutions have been able to safeguard the interests of weaker sections? Whether any priority has been accorded to the weaker sections in the following:—

- (a) Distribution of grants and loans;
- (b) Organisations of demonstrations in the farmer's field;
- (c) Selection of personnel in the training programme;



- (d) allotment of land;
- (e) selection of trainees for production-cum-training centre providing employment.

If not, state reasons and also suggestions to ensure due priority to weaker sections.

**9.2.** Whether Panchayat Samitis have earmarked any funds for weaker sections ? If yes, what is the percentage ? If not would you suggest such ear-marking ?

## **10. Co-ordination between Panchayati Raj and other Institutions**

**10.1.** In what manner and to what extent co-ordination has been achieved between Panchayati Raj Institutions and other voluntary agencies at the following levels:—

- (a) Zila Parishad level;
- (b) Panchayat Samiti level; and
- (c) Village level.

What are your suggestions to remedy the lack of co-ordination or to further improve co-ordination ?

**10.2.** How far Panchayati Raj institutions have helped the growth of associate institutions i.e., Mahila Mandals, Youth Organisations and Village Volunteer Force ? Have these associate institutions been functioning effectively, once started, or is there a tendency for them to lapse into inactivity after some time ? What steps do you suggest to keep these institutions always active and to activate those which have become dormant ?

**10.3.** What difficulties have been experienced in co-ordination and tying up of the activities of:—

- (1) Zila Parishad and Panchayat Samitis;
- (2) Panchayat Samiti and Panchayats.

What are your suggestions for removing the difficulties and effecting better co-ordination ?

**10.4.** What difficulties have been experienced in co-ordination of the activities of Panchayati Raj Institutions on the one hand and the revenue agency on the other hand at the following levels ?

- (1) Zila Parishad level;

(2) Panchayat Samiti level;

(3) Panchayat level,

What are your suggestions for ensuring co-ordination at these levels ?

**10.5.** How far does co-ordination exist between the activities of Panchayati Raj Institutions on the one hand and the activities of autonomous bodies like Khadi and Village Industries Commission, Handloom Board etc. ? Please suggest measures for achieving effective co-ordination.

**10.6.** What kind of relationship is growing between the Panchayati Raj Institutions and co-operative organisations ? Suggest measures which might strengthen the bonds between these two institutions so as to eliminate conflict, if it exists in any form.

## **11. Administration**

**11.1.** Has the Vikas Adhikari functioned effectively as Chief Executive Officer of the Panchayat Samiti ? Are there any handicaps to him in his successful functioning ? If so, what remedial measures do you suggest ?

**11.2.** Do you think there is scope for modification in the powers and authority of the Vikas Adhikari ? If so, please give your suggestions in detail.

**11.3.** What measures should be taken to ensure that the Extension Officers discharge their duties efficiently ?

**11.4.** What are your suggestions for ensuring effective control and supervision over the Extension Officers by the Vikas Adhikari and the District Level Officers ?

**11.5.** What difficulties are being experienced in the matter of recruitment, appointments and transfers of Panchayat Samitis and Zila Parishads service personnel ? What are their solutions ?

**11.6.** Have you any suggestions about the role and functions of District Establishment Committees ?

## **12. Supervision and Control**

**12.1.** Whether there are adequate arrangements for proper inspection and review of the schemes implemented through Panchayati Raj Institutions at different levels ? If not, please give your suggestions.

**12.2.** Have you any suggestions for strengthening the maintenance of accounts and audit of the Panchayati Raj Institutions ? What measures would you suggest for the expeditious disposal of audit objections ?

**12.3.** How far the system of external control has helped in strengthening the working of Panchayati Raj Institutions? Give your opinion on the following —

- (a) State Government's power of cancelling and suspending the resolutions of the Panchayat Samitis;
- (b) taking disciplinary action against the defaulters, both official and non-officials;
- (c) power to provide for performance of duties in the event of default of Panchayat Samiti and Zila Parishad; and
- (d) power of entry and inspection by the Collector.

### 13 Relationship

**13.1.** In the process of working of Panchayati Raj, what kind of relationship has been evolved between the following:—

- (a) the Pramukh and the Collector;
- (b) the Pramukh and the members of the Zila Parishad/District Level Officers;
- (c) the Pramukh and the Pradhan;
- (d) the Pradhan and the Vikas Adhikari;
- (e) the Pradhan and the members of the Panchayat Samiti/Extension Officers;
- (f) the Vikas Adhikari and the Extension Officers;
- (g) the Vikas Adhikari and the Sarpanch;
- (h) the Sarpanch and the V.L.W.s.
- (i) the Vikas Adhikari and the Panchayat Samiti Employees/Tes chers, V.L.W.s?

Have you any suggestions for improving the relationship?

### 14 Nyaya Panchayats

**14.1.** What is your impression about the working of Nyaya Panchayats generally? Give your views on the following:—

- (a) whether the institution of Nyaya Panchayats has helped in reducing litigation at the village level;
- (b) whether justice imparted in the Nyaya Panchayat is speedy

- (c) whether Nyaya Panchayat have adequate secretariat assistance;
- (d) whether Nyaya Panchayat's have adequate funds to administer their affairs; and
- (e) whether Nyaya Panchayats are being imparted adequate training.

14.2. Do you consider it advisable to keep a provision for compulsory reconciliation of disputes by a Reconciliation Panchayat consisting of a nominee of each disputant and a third member selected by the two nominees and reference of disputes to courts only if reconciliation fails? What scheme would you suggest for such compulsory reconciliation?

### 15. - Gram Sabha

15.1. Under the present legislation, Gram Sabha as such has no statutory recognition. Do you feel such a recognition is necessary?

15.2. What measures should be taken to activate and strengthen the Gramsabha? Should they be assigned specific powers? Please give concrete suggestions.

### 16. Training

16.1. Is the training imparted at present to (i) Gram Sevaks, (ii) members of the Panchayat Samiti and Panchayats, and (iii) members and residents of Nyaya Panchayats, adequate and proceeding on right lines? Have you any suggestions for improvement?

16.2. Comment on the working of the Gram Sevaks Training Centre and the Panchayat Samiti Adhyayan Kendras with regard to the following:—

- (a) Set-up;
- (b) Teaching Staff;
- (c) Syllabus.

What are your suggestions for improvement?

16.3. Do the trainees find the training at the training centres useful for the discharge of their duties? Do you have any suggestions to make the training programme more practical and useful?

APPENDIX—II  
QUESTIONNAIRE B  
(Reference : Para 0.6)  
QUESTIONNAIRE B (1)  
(For Pramukhs)

1. What is your general impression about the functioning of Panchayati Raj Institutions i.e. Panchayat, Panchayat Samitis and Zila Parishads?
2. Do you find there is any problem of relationship between these institutions? What measures do you suggest for improving the relationship between these bodies?
3. What is your experience as a member of the District Establishment Committee regarding its functioning? Do the Panchayat Samitis generally accept the decisions of the District Establishment Committee in the matters of appointment, transfer and disciplinary action in respect of Panchayat Samiti Services?
4. (a) Whether Zila Parishad has been able to ensure supervision and guidance to the Panchayat Samitis? What difficulties are experienced in the discharge of its role? (b) Whether any special procedure has been evolved to ensure that proper supervision and guidance is given to the Panchayat Samitis? Please elucidate.
5. Should Zila Parishads be given executive responsibility and some power of control over the Panchayats and Panchayat Samitis? If yes, amplify your reply giving reasons.
6. Assuming the present position about the role of Zila Parishad in Panchayati Raj to continue, what measures would you suggest to make its role more effective?
7. What is your experience about the functioning of District Level Officers vis-a-vis Panchayati Raj Institutions? Do Zila Parishads receive requisite assistance from them? Whether Zila Parishads receive any guidance from the Regional Officers also?

8. Do the District Level Officers attend the meeting of the Zila Parishad regularly and submit reports regarding the working of schemes under their charge ?

9. Does Zila Parishad get timely advice and assistance from the District Development Officers ?

10. Is there any co-ordination between the office of the Zila Parishad and the Collectorate ? Please give your suggestions for better co-ordination.

11. What difficulties do you experience in allocation of *ad-hoc* grants ? What basis do you suggest for allocation of *ad-hoc* grants.

12. What problems have you faced in promoting better understanding and harmony between various functionaries of Panchayati Raj Institutions ? Please give your suggestions in this respect.

13. Has the Zila Parishad taken steps for ensuring special consideration to the weaker sections of the Community ? If so, what are those steps and how far have they been successful ?

14. What are your views about the functioning of Panchayats in relation to the following:—

- (1) execution of schemes of Panchayat Samiti;
- (2) village-production programme and its implementation;
- (3) development of local initiative and enthusiasm;
- (4) Raising of resources ?

What are your suggestions for improving the working of Panchayats ?

15. What measures do you suggest for activating and strengthening Gram Sabha ?

16. What are your views about the schemes of village volunteer force and Defence Labour Bank ? What are your suggestions for evoking greater response from the public for these schemes ?

17. How is the scheme of Laboratory Villages functioning ? What difficulties have been experienced in this connection ? What are your suggestions to make the scheme work more effectively ?

18. With your close association with, and experience of the working of Panchayati Raj Institutions what suggestions would you make for vitalisation of the programme and making these Institutions effective units of local Government ?

## QUESTIONNAIRE B—(2)

(For Pradhans)

1. What is your general impression about the working of:—

(a) Panchayat Samiti;

(b) Panchayats.

2. Do you feel any difficulty in discharging your assigned rôle?

If so, please specify them.

3. Have you any problem of relationship with the following:—

(a) Vikas Adhikari;

(b) Members of the Panchayat Samiti;

(c) Chairman of Standing Committees;

(d) Extension Officers.

What measures would you suggest for solution of the difficulties, if any?

4. In what manner are you exercising administrative control over the staff of the Panchayat Samiti and what is its nature? Have you experienced any difficulty in this direction? Please indicate details.

5. What is your experience about the working of Standing Committees?

6. Do you propose any change in the rules of business of the Panchayat Samiti or its Standing Committees?

7. Do you feel any difficulty regarding the implementation of the decisions and resolutions of the Panchayat Samiti? Please give details.

8. Has it been necessary for you to exercise emergency power under section 25 (2)? If yes, quote instances.

9. Was it ever necessary for you to stay the execution of any work? If yes, under what circumstances?

10. What difficulties have you experienced in the implementation of the schemes of the Panchayat Samiti?

11. Do you think there is popular support for all the schemes? If not, what are the schemes which have not enthused the public? What are your suggestions for such schemes?

12. Do you experience any difficulty in enlisting adequate people's participation according to the terms and conditions of the different,

schemes ? What steps do you suggest for enlisting greater people's participation ?

13. What are the causes for works remaining incomplete in your Panchayat Samiti ? What specific measures would you suggest for the completion of these works ?

14. Whether guidance from District Level Officers has been available to your Samiti ? Please give your suggestion for making that guidance more effective and useful.

15. What steps has your Panchayat Samiti taken to accord top priority to the Production Programme ? What more suggestions would you make in this connection ?

Have people accepted the principle of top priority to production programme *vis-a-vis* social amenities ?

16. What are your views regarding the following:—

- (a) Whether Panchas have evinced interest in the development programmes;
- (b) Whether Panchayat has encouraged holding of Gram Sabhas;
- (c) Whether the Sarpanch is functioning effectively;
- (d) Sale of Abadi Lands by Panchayats;
- (e) Management of the village pasture;
- (f) Organising Shramdan;
- (g) Functioning of Co-operatives.

17. Please give your opinion about the functioning of the following:—

- (a) Extension Officers;
- (b) Gram Sewaks;
- (c) Secretaries of Panchayats; and
- (d) Teachers in primary schools;

18. What special steps has your Panchayat Samiti taken ?

- (a) to educate the people;
- (b) to ensure their active participation in the implementation of the programme.

19. What specific measures have been taken by the Panchayat Samiti for helping the weaker sections of the community ? To what extent these measures have been successful ?



20. What is your experience about the working of Panchayats particularly in relation to:—

- (1) Preparation of production plans;
- (2) Raising of resources;
- (3) Maintenance of prescribed records;
- (4) Implementation of schemes entrusted to them by the Panchayat Samiti ?

What are your suggestions for improvement of the working of Panchayat in general ?

21. Have Panchayats tried to augment their resources by various means provided under the Act ? Why are the Panchayats generally reluctant to levy taxes ?

Do you think power of taxation should vest in the Panchayat Samiti only and Panchayats could be given a certain percentage of the taxes collected from their areas ?

22. What is your opinion about the suggestion to appoint Gram Sevaks as Secretary to Panchayat and to Co-operative Society ? Will it, enhance his usefulness without detriment to his duties as extension worker ?

23. Is there any problem regarding the relationship between the Panchayat and Service Co-operative ? Do you think it will be solved by making Village Level Worker Secretary to both these institutions ?

24. What is your opinion about the disposal of administrative appeals against the orders of the Panchayats ? Whether these appeals are disposed of with expedition ?

25. What difficulties are experienced in the scheme of Village Volunteer Force and Defence Labour Bank ? What are your suggestions for evoking response of people for these schemes ?

26. Are the Gram Sabhas functioning as effective institutions at the village level ? If not, what are the reasons ? What measures do you suggest for activating Gram Sabhas and making them play a definite role in Panchayati Raj ?

27. How is the scheme of Laboratory Villages functioning in your Panchayat Samiti ? How has it been organised ? What are the difficulties experienced ? Please give your suggestions for making the scheme more effective and useful.

28. How should the women's programme be organised in the Panchayat Samiti after the abolition of the post of Gram Sevikas and Mukhya Sevikas ? Give your suggestions.

29. What are your views about the drives and conferences which are organised from time to time? Do they make lasting contribution to the programme ?

30. Have you any suggestion for improving the following training programmes:—

- (a) Gram Sevaks' training;
- (b) Gram Sahayaks' camps;
- (c) Training of Panchas at the Panchayat Samiti Headquarters;
- (d) Training at the Panchayat Samiti Adhyayan Kendrias;
- (e) Training of the Village Volunteer Force ?

31. Do you find Panchas and Sarpanchas more aware and alert towards the programme and towards their functions and responsibilities after training? What are their impressions about the training programme-its nature and syllabus? What do you suggest to improve the response of Panchas and Sarpanchas to deputation for training ?

32. How does Vikas Adhikari keep you informed about the following ? Please give your suggestions, if any;

- (1) Important communications received from the State Government, Zila Parishads and Panchayats;
- (2) Progress of works in the Panchayat Samitis;
- (3) Tour programmes of Extension Officers;
- (4) Any other important matters ?

33. With your close associations with, and experience of the working of Panchayati Raj Institutions what suggestions would you make for vitalisation of the programme and making these institutions effective units of Local Government ?

### QUESTIONNAIRE B-(3)

(For Sarpanchas)

1. Please express your views about the role of Panchayats in Panchayati Raj. Are the Panchayats fulfilling their role successfully ?

What difficulties are being faced by the Panchayats in their work? What are your suggestions for removal of difficulties?

2. Have the Panchayats been able to raise resources according to the powers conferred under the Act? What are your suggestions for augmenting the resources of the Panchayats?

3. Has your Panchayat levied any tax? If so, what is the progress of its realisation?

Panchayats are generally reluctant to levy taxes. What are the reasons for this reluctance? Will it be more appropriate in your opinion if the powers to impose taxes are given to the Panchayat Samitis and the Panchayats are made entitled to a certain portion of the income of the Panchayat Samiti from taxes.

4. What are the difficulties in the implementation of the schemes by the Panchayats on behalf of the Panchayat Samiti? Please give suggestions for their solution. Do Panchayats get necessary assistance and guidance in this connection from the Panchayat Samiti from time to time?

5. Please indicate, on the basis of the experience of your Panchayat, as to what are the difficulties in formulation of Village Production Plan and its implementation and also give suggestions for solution of the difficulties. Is there greater enthusiasm in the public for Production Programme as compared to the Social Amenities Programme? If not, what measures should be adopted to achieve this?

6. What is the position of people's enthusiasm for the Development Programme? Have people's initiative and public participation increased, decreased or remained constant since the introduction of Panchayati Raj? What are your suggestions for increasing people's participation?

7. What are your views about the functioning of Gram Sevak? Do you think the efficiency and usefulness of the Gram Sevak will be enhanced if he is made secretary to the Gram Panchayat and the Co-operative Society and his area is limited to one Panchayat Circle? Will it not effect adversely the role of the Gram Sevak as an Extension Worker?

8. What is your opinion about the functioning of the Village Co-operative Society? What type of relations exist between the Panchayat and the Co-operative Society? What measures would you suggest to improve the management of the Co-operative Society and to make it more useful to the village?

9. What is your experience about the working of the village school and the school teacher ? Please indicate the following:—

- (i) Whether the number of the students has increased after the Panchayat Raj ?
- (ii) Is the school opened regularly and kept open for the prescribed hours ?
- (iii) Does the school teacher render assistance to the villagers in other developmental activities also ?
- (iv) Do the villagers co-operate in efforts for collecting material for the school and increasing the number of students ?
- (v) How is the programme of adult literacy going on ?

10. What is your opinion about the functioning of Gram Sabha ? Please indicate your answer in respect of the following:—

- (i) Are the prescribed number of meetings of the Gram Sabha held ?
- (ii) Do people attend the meeting of Gram Sabha and take interest in its proceedings ?
- (iii) What is the effect of the proceedings of Gram Sabha upon the working of the Panchayat ?
- (iv) Should Gram Sabha be made more active and strong ? Please give your suggestions for this.

11. How are the schemes of the Village Volunteer Force and Defence Labour Bank working ? What are your suggestions for making the schemes more popular and extensive ?

12. What are your views about the Training Programme at the Panchayat Samiti Adhyayan Kendras ? What measures would you suggest to make the Training Programme more practical and useful and to arouse the interest of the Panchas and Sarpanchas in the training ?

13. Please indicate your views about the following:—

- (1) Allotment of agricultural land;
- (2) Sale of Abadi Land;
- (3) Management of pastures.

What difficulties and defects have you experienced in connection with the above ? Please give suggestions for improvement.

14. What are your suggestions for improving the working of the Panchayats and making them effective units of Local Government at village level ?

## QUESTIONNAIRE B-(4)

(For Heads of Departments)

1. What is your general impression about the working of departmental schemes transferred to the Panchayati Raj Institutions ?

Do you feel any difficulties in implementation of the programme through the Panchayat Samitis ? If so, what are those difficulties and what are your suggestions to remove them?

2. What steps have you taken for effective implementation of the transferred schemes ?

Have you issued any administrative instructions for the guidance of District Level Officers after the introduction of Panchayati Raj ? Please send a copy of set of such instructions which you might have issued from time to time.

Are the instructions issued by you being followed up to Panchayat Samiti level ?

3. Has your department been able to provide requisite technical guidance to the Panchayat Samitis and ensure effective supervision over the works and schemes transferred ? Have you felt any difficulty in this connection ? If so, please give your suggestions for improvement.

4. Has the technical quality of work done in the field relating to your department improved, remained what it was or deteriorated after the introduction of Panchayati Raj ? Please support your reply with reasons.

5. How is the Laboratory Villages scheme functioning ? Do you receive progress reports about the working of this scheme from the District Level Officers ? Please give suggestions to make the scheme more effective.

6. Has the administrative work in your department increased or decreased with the constitution of Panchayati Raj Institutions ?

7. Do you think there is further scope for transfer of schemes (retained with the Department) to Panchayati Raj Institutions besides the schemes already transferred ? If so, what are such schemes ?

8. Do you feel some of the schemes transferred to Panchayat Samiti should be withdrawn ? If so, what are those schemes and what are the reasons for your feeling that they should be withdrawn ?

9. What percentage of funds are transferred from your Department to the Panchayati Raj Institutions under plan and non-plan schemes? Please append a statement for the financial years 1960-61 to 1963-64 in the following form:—

Year	Plan Schemes			Non Plan Schemes		
	Total Allocation	Transferred to Panchayat Samitis	Percentage	Total Allocation	Transferred to Panchayat Samitis	Percentage

10. How do you watch the implementation of the transferred schemes? Have you devised any method to ensure this? If so, what is it and how has it been functioning?

11. How do you ensure that the funds transferred to the Panchayati Raj Institutions for the implementation of the departmental schemes are properly utilised?

12. Do you receive periodical reports from the Regional and District Level Officers? What are the arrangements for scrutiny of these reports in your office?

13. Are you required to send periodical returns and reports about the working of the transferred schemes to the Administrative Department in the Secretariat? If so, are these reports being sent regularly? Do you feel any difficulty about preparation or submission of these reports?

14. Have you experienced any problem and difficulties about the recruitment, postings and transfers of the Extension Staff after the introduction of Panchayati Raj? Please give details and also suggestions.

15. What is the attitude of extension workers towards their work after the introduction of Panchayati Raj? Do they feel more enthusiastic or less enthusiastic about their work? Please elucidate your reply.

16. What do you think about the incentives to and future prospects for extension workers? What are your suggestions for providing them with suitable incentives?

17. Are you satisfied with the present line of control over the extension staff? Do you feel administrative control over the extension staff needs to be made more specific and immediate? If so, please give your suggestions.

18. Does your Department experience any difficulties in co-ordinating its activities with the Panchayati Raj Institutions? If so, please specify the difficulties and suggest remedial measures?

19. Have you assigned any specific role to the regional officers of your department in connection with implementation of transferred schemes ? How far regional officers have been effective in their role ? Please give suggestions for improvements, if any ?

## QUESTIONNAIRE B—(5)

(For Collectors)

1. What is your general impression about the functioning of Panchayati Raj Institutions viz., Panchayats, Panchayat Samitis and Zila Parishads ?

2. What are your views about the Collector's role in Panchayati Raj ? How do you analyse the new role of the Collector after the introduction of Panchayati Raj with reference to the following :—

- (1) District administration;
- (2) Development Programme;
- (3) Institutional growth of these institutions.

What difficulties have been experienced by the Collector under the new set-up as king-pin of the administration ? What are your suggestions in this respect ?

3. What specific modifications do you suggest in the powers and functions of the Vikas Adhikari with reference to the following:—

- (1) implementation of works and schemes;
- (2) exercising adequate administrative control over the staff on deputation from the Government;
- (3) exercising adequate control over the Panchayat Samiti Services;
- (4) exercising financial control keeping in view the standards of financial propriety;
- (5) executing decisions of Panchayat Samiti.

4. (a) Do the Vikas Adhikari and the Panchayat Samiti staff get requisite assistance and co-operation from the revenue agency from the Patwari down below up to the level of Sub-Divisional Officer ? What measures do you suggest to ensure effective co-ordination with revenue agency ?

(b) In what manner can Sub-Divisional Officer be more actively associated with the Panchayati Raj Institutions ?

5. What are the difficulties you have experienced in co-ordinating the activities of the various departments at the district level ? What do you feel are the handicaps in your functioning as captain of the district team in relation to the programme and Panchayati Raj Institutions ? Please give your suggestions for improvement.

6. What steps have you taken to effect co-ordination between revenue and police departments on the one hand and the Panchayati Raj Institutions on the other on matters which affect the working of these institutions specially under the following spheres:—

- (1) Allotment of land ;
- (2) Removal of encroachments ;
- (3) Assistance by Police to Panchayats ;
- (4) Organisation of relief measures;
- (5) Administration of village pastures.

7. Whether taxes levied by the Panchayat Samitis are being realised fully ? What are the difficulties in realisation of taxes and what measures would you suggest for ensuring recovery of taxes ?

Are instalments of loans and advances by the Panchayat Samitis being recovered as and when due ?

What steps do you suggest for improving the recovery position of Panchayat Samiti dues ?

8. In what manner do you provide assistance and guidance to the Zila Parishad in discharging its role as a co-ordinating and supervisory body ?

9. Has technical assistance of the requisite type and amount been made available to the extension staff by the concerned departments ? How do you ensure the flow of such assistance to the extension agency ?

Whether District Level Officers of the concerned departments are providing effective and timely guidance to the Panchayati Raj Institutions ? What are your suggestions for improvement ?

10. How do you ensure that funds placed at the disposal of the Panchayat Samitis are being properly utilised ?

11. What is your opinion about observation of national priorities by the Panchayati Raj Institutions ? Have you come across instances when these bodies did not adhere the priorities laid down by the Government ?



12. What is your experience about the functioning of the District Establishment Committee ? Would you suggest any modification in its composition and functions ?

Has Panchayat Samiti and Zila Parishad Service Selection Commission been able to make recruitment in time and according to requirements of these bodies ? Please give suggestions for improvement in the system of recruitment, appointment and transfer of staff in Panchayati Raj Institutions ?

13. What is the system of supervision and inspections of Panchayats and Panchayat Samitis ? Is the system adequate and functioning satisfactorily ?

Is prompt and timely action taken on the defects and deficiencies pointed out during the course of inspections ? What are your suggestions for ensuring adequate inspection system and effective remedial action ?

14. What is the agency for physical verification of construction works and checking of physical targets in relation to financial allocations ?

Do you suggest a system of performance audit apart from the financial audit ? If so, please give your suggestions in detail.

15. What measures do you suggest for taking prompt and effective action against the defaulters (both official and non-official) working in the Panchayati Raj Institutions ? What changes would you suggest in the provisions relating to disciplinary proceedings to ensure effective action ?

16. What is the system of co-ordination between Collectorate and office of the Zila Parishad ? Please give your suggestions for better co-ordination.

17. On how many occasions did you recommend to the State Government the stay of execution of a resolution of the Panchayat Samiti and on whose request ? What was the ultimate result ? Please give details.

18. Do you make your report to the Zila Parishad under section 59(d) of the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 in respect of matters contained in clause (a), (b) and (c) of section 59 ? What action is taken by the Zila Parishad on your report ? What difficulties are " experiencing in making this report to the Zila Parishad ? What are suggestions in this respect ?

19. What is your opinion about the functioning of the following:—

(1) District Level Officers of the Development Departments;

(2) Extension Officers;

(3) Gram Sevaks.

Please give specific suggestions to make the role of the above, more effective and useful.

20. Has the Vikas Adhikari been able to function successfully as Chief Executive Officer of the Panchayat Samiti ? What measures have you taken to keep up the morale of the Vikas Adhikari and to ensure that he discharges his role efficiently and effectively ? What do you think are the difficulties in this connection ? What are your suggestions for improvement ?

21. How is the scheme of Laboratory Village working ? What steps have you taken to ensure its proper functioning ? What difficulties have been experienced in this scheme ? Please give suggestions for effective working of the scheme ?

22. What measures would you suggest for bringing about general improvement in the working of Panchayati Raj Institutions ?

### QUESTIONNAIRE B—(6)

(For District Level Officers)

1. Please indicate what is your precise role in the implementation of the schemes transferred to the Panchayat Samitis and how it is different from your role prior to Panchayati Raj ?

2. How do you keep watch over the fulfilment of the targets laid down by the State Government and the targets fixed by the Panchayat Samitis ?

3. What supervision do you exercise with regard to the proper implementation of the transferred schemes ? Do you feel any difficulty in exercising effective supervision in respect of transferred schemes on account of the following:—

(1) Lack of time ;

(2) Lack of adequate field assistance ;

(3) Priority to departmental schemes as distinguished from transferred schemes.

Please give details and also your suggestions.

4. Do the Extension Officers and the Panchayat Samitis seek your technical advice in matters connected with the implementation of the schemes relating to your Department ?

Have you been able to make available the requisite technical guidance to them ? If not so, for what reasons ? What measures do you suggest for ensuring continuous flow of technical guidance and supervision ?

5. Do you suggest any change in the terms and conditions of the schemes transferred ? If yes, give specific proposals.

6. What schemes are left with you for departmental execution after the introduction of Panchayati Raj ? Please give details of such schemes in the following proforma:—

Name of scheme	Financial allotment 1962-63	Details of staff	
		Category	Number
1	2	3	4

7. Do you experience any difficulty in getting timely reports and information from the Panchayat Samitis ?

8. How do you keep your Head of the Department informed about the implementation of the transferred schemes ? Do you send periodical returns ? Has any proforma been prescribed for such returns ? Do you receive comments of the Head of the Department on your reports ?

9. What do you think is the work-load of the Extension Officer of your Department ? Do you think this work-load affects his effective functioning as extension worker ?

10. In what manner do you exercise control over the Extension Officers ? Is this control adequate ? If not, what measures do you suggest for effective control and supervision.

11. Has the Vikas Adhikari, in your opinion been able to secure smooth functioning and develop *esprit de corps* amongst the Extension Officers ? What suggestions do you make for development a team spirit in the extension staff ?

12. How do you keep the District Development Officer informed about the development works relating to your department ? How do you

assist him in making his report under section 50 (d) of the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 ?

13. How do you provide assistance to the Zila Parishad at the time of formulation of District Plan and reviewing of the progress of the Panchayat Samiti Plans ?

14. What is your conception of Laboratory Villages Scheme ? How is this scheme working ? What are the difficulties faced and what are your suggestions for their solution and making this scheme more effective and useful ?

15. At what intervals do you inspect the transferred schemes and institutions and the work of the Extension Officers ? Do you also conduct sample checking of the schemes drawn up and implemented by the Panchayat Samitis themselves ?

16. Please give your general impressions about the working of transferred schemes and institutions and also your suggestions for improvement.

### QUESTIONNAIRE<sub>2</sub>B—(7)

(For Vikas Adhikaris)

1. Your principal role is to function as the Chief Executive Officer of the Panchayat Samiti. Under this role, you are required to implement the resolutions of the Panchayat Samiti and ensure proper execution of the schemes transferred to the Panchayat Samitis. What difficulties do you experience in the discharge of these functions ? Please indicate the same under the following heads:—

- (a) implementation of the decisions of the Panchayat Samiti;
- (b) implementation of the transferred schemes;
- (c) as head of the team of the extension staff;
- (d) as head of office and controlling officer over the employees of the Panchayat Samiti;
- (e) in matters relating to the functioning of the standing committees.

2. Do you feel that after the introduction of the Panchayati Raj your work-load has increased ? If yes, give suggestions for reducing the work-load.

3. What kind of guidance and assistance would you like to receive from the (1) Development Department (2) District Development Officer and (3) District Level Officers which might enable you to discharge your duties more efficiently ?

4. (a) Are you receiving proper and timely guidance from the District Level Officers ? How do you consult District Level Officers ? Have you any difficulties in this connection ? If so, please specify them and give suggestions for their solution.

(b) Do you receive any help or guidance from the Regional Level Officers ? If so, in what respects ?

5. Indicate the manner in which the Zila Parishad provides guidance and assistance to the Panchayat Samiti.

6. Do you consider certain changes are necessary in the terms and conditions of some of the transferred schemes to make them more effective. Please specify.

7. Have you experienced any difficulties in utilising the funds for certain transferred schemes ? If yes, what are those schemes and what are the difficulties faced ? Please give your suggestions ?

8. Do you receive funds from the Heads of Departments in time and on the basis of priorities fixed by the Panchayat Samiti ?

9. What are the reasons of incomplete works ? What difficulties do you experience in their completion ? What effect do these incomplete works have on:—

(i) People's enthusiasm;

(ii) Resources of Panchayat Samiti.

What are your suggestions for expediting completion of works and schemes ?

10. Are you experiencing any difficulties in obtaining people's participation under the different schemes ? If yes, what are such schemes and what are your suggestions for improvement ?

11. Do you suggest any modification in the following rules:—

(1) Rajasthan Panchayat Samitis (Conduct of Business of Standing Committees) Rules;

(2) Rajasthan Panchayat Samitis (Administrative Powers) Rules;

- (3) Rajasthan Panchayat Samitis and Zila Parishads (Administrative Reports) Rules;
- (4) Rajasthan Panchayat Samitis and Zila Parishads Services (Punishment and Appeal) Rules;
- (5) Rajasthan Panchayat Samitis and Zila Parishads (Conduct of Business) Rules;
- (6) Rajasthan Panchayat Samitis and Zila Parishads (Financial, Accounts and Budget) Rules;
- (7) Rajasthan Panchayat Samitis (Loan) Rules;
- (8) Rajasthan Panchayat Samitis and Zila Parishads (Service) Rules.

Have you any suggestions for simplification of rules and procedures ? Please give details.

12. Do you find any difficulty in the present practice of scrutiny of grant-in-aid and loan applications ? If yes, suggest remedial measures.

13. What are your views regarding the following:—

- (a) Whether Panchas have evinced interest in the development programmes;
- (b) Whether Panchayat has encouraged holding of Gram Sabhas;
- (c) Whether the Sarpanch is functioning effectively;
- (d) Sale of Abadi Lands by Panchayats;
- (e) Management of the Village Pasture;
- (f) Organising Shramdan;
- (g) Functioning of Co-operatives ?

14. Please give your opinion about the functioning of the following:—

- (a) Extension Officers;
- (b) Gram Sevaks;
- (c) Secretaries of Panchayats;
- (d) Teachers in Primary Schools.

15. Are you able to submit the prescribed reports and returns in time ? If not, why ?

Do you think you are required to send too many returns and statements and some of them could be done away with ? If so, please give suggestions.

16. How do you plan your tours ? Do you sometimes undertake joint tours with the Tehsildar or Sub-Divisional Officer ? Do you plan joint tour programme of the Extension Officers ? Have you devised any system of preparing an advance tour programme ? Is intimation sent to the Panchayats about your tour and that of the Extension Officers ?

17. How often has your Panchayat Samiti been inspected/audited, and by whom, during the last three years ? Please append a statement in the following proforma:—

Name of Authority	Date of inspection/audit	Date of receipt of inspection/audit report	Date of Compliance.
-------------------	--------------------------	--	---------------------

Do you find these inspections and the audits useful ? What measures do you suggest for speedy compliance of inspection and prompt removal of objections ?

18. How do you keep Pradhan informed about the work in the Panchayat Samiti ? Do you submit the periodical reports to him or apprise him through personal contact ?

19. Do you have any problems of relationship with the following:—

- (a) Pradhan;
- (b) Members of the Panchayat Samiti;
- (c) District Level Officers;
- (d) Sub-Divisional Officer;
- (e) Tehsildar;
- (f) Extension Officers ?

Please specify your difficulties, if any, and give suggestions for improvement.

20. Has the principle of top priority to production programme been put into practice in your Panchayat Samiti *vis-a-vis* social amenities programme ? Have you any suggestions to make in this connection ?

21. What difficulties have you experienced in the preparation of:—

- (a) Village Production Plans;
- (b) Panchayat Samiti Plan ?

Does standardised pattern help in formulation of these plans ? Do you think the departmental instructions on the subject are clear and adequate ? Please specify, if you have any suggestions to make.

22. Do you experience any difficulties in implementing the schemes through agency of the Panchayats ? If yes, what are those difficulties and how can they be removed ?

23. What is your experience about the working of Panchayats particularly in relation to :—

- (1) Preparation of production plans ;
- (2) Raising of resources ;
- (3) Maintenance of prescribed records ;
- (4) Implementation of schemes entrusted to them by the Panchayat Samiti ?

What are your suggestions for improvement of the working of Panchayats in general ?

24. What is your opinion about the suggestion of appointing Gram Sevak as Secretary of the Panchayat and also as Secretary of the Service Co-operative ? Do you think it would increase his efficiency and usefulness without affecting his role as an extension worker ?

25. Is there any problem regarding the relationship between the Panchayat and the Service Co-operative ? Do you think it will be solved by making Village Level Worker as Secretary to both these institutions ?

26. How should women's programme be organised after the abolition of the posts of Gram Sevikas and Mukhya Sevikas ?

27. What difficulties are you experiencing in the working of the schemes of Village Volunteer Force and Defence Labour Bank ? Give details and your suggestions for making these schemes more popular and extensive.

28. What is your opinion about the functioning of Laboratory Villages Scheme ? How has it been organised in your Panchayat Samiti ? What difficulties have been experienced in this connection ? Please give concrete suggestions for making the schemes more effective and useful.

29. Why is it that Gram Sabhas are not functioning as effective institutions at the village level ? Please give concrete suggestions for activising Gram Sabhas ?

30. Do you find Panchas and Sarpanchas more aware and alert towards the programme and towards their functions and responsibilities after training ? What are their impressions about the training programme, its nature and syllabus ? What do you suggest to improve the response of Panchas and Sarpanchas to deputation for training ?



31. What are your views about the campaigns and 'drives' which are organised from time to time ? Do they have a lasting effect or only a temporary effect ? What follow-up system is necessary to sustain the progress achieved through campaigns and special drives ?

32. Have you been able to (i) secure adequate administrative obedience from the Extension Officers ; and (ii) develop team spirit amongst them ?

Please give your suggestions for removal of difficulties, if any, and improvement of the situation.

33. With your close association with, and experience of the working of Panchayati Raj Institutions what suggestions would you make for vitalisation of the programme and making these institutions effective units of local Government ?

### QUESTIONNAIRE B-(8)

(For Extension Officers)

1. Do you feel any change in your role after the introduction of Panchayati Raj in the State ? If yes, what is that change and how have you adapted yourself to the new role ?

2. Are you experiencing any difficulties in the discharge of your technical functions ? If so, enumerate them in detail and make suggestions ?

3. Are you receiving requisite and timely guidance from the District Level Officers in respect of your work ? What is the line of contact between you and the District Level Officers ? Do you have any suggestion for improvement ?

Have you experienced any difficulties in this connection ? If so, please suggest remedies.

4. Are you receiving adequate co-operation and assistance from the Panchayat Samiti Staff ? If not, what are the difficulties and what are your suggestions to remove them ?

5. Do you send report to the District Level Officer about your work in the Panchayat Samitis ? Does this report contain only statistical data or is in a narrative form ? Has any proforma been prescribed for this report ?

Does the District Level Officer send his comments on your report ?

6. (a) Is there any difficulty about observing the terms and conditions of the transferred schemes ?

(b) What steps do you take when the terms and conditions are not adhered to ?

7. Do you personally watch the implementation of the programme under your charge and do spot checking as well ? Or do you depend on the reports of the Village Level Workers ?

8. (a) In what manner do you establish contact with the people and ascertain their problems relating to your sphere ?

(b) In what spheres has your advice been readily accepted by the people ? Quote instances.

9. What are the schemes and programmes which have failed to create enthusiasm among people and elicit their active participation ?

What are the reasons for such lack of response from the people ?

10. What is your opinion about the role of Extension Officers ? Do you think they should work as a team under the leadership of the Vikas Adhikari ? Please narrate the difficulties, if any, which come in the way of development of a team spirit and suggest measures for solution thereof.

11. What specific role have you been assigned in the Laboratory Villages ? Give your suggestions to make this scheme more effective and useful.

12. Do you participate in all the meetings of the Panchayat Samiti and standing committees as a rule or you do so only when invited ?

13. Are you required to provide constant guidance and help to the Village Level Worker in his work ? How do you ensure this guidance ? Do you provide this when you go out on tour or as and when it is sought for ? Please indicate details.

Are the Village Level Workers quite receptive to your advice and guidance ? Do they send you reports about their work ?

14. In implementing the programme at the village level do you ever undertake a project independently ? Or it is always through the Village Level Workers. In case you take up projects independently also what are such projects ?

15. Do you experience any difficulty about your tours and night halts and have you any suggestions to make in this regard ? Do you consider the prescribed scale of touring adequate ?

10. What are your views about the Gram Sabha ? Please indicate the following:—

- (i) Is the meeting of Gram Sabha convened at the prescribed time ? Were the minimum prescribed meeting of all the Gram Sabha in your area held ?
- (ii) Do people attend, the meetings of Gram Sabha and participate in the proceedings with enthusiasm ?
- (iii) Do the discussions in the Gram Sabha have any effect on the working of the Gram Panchayat ?
- (iv) Is it desirable to make Gram Sabha more active and effective ? If so, please give your suggestion to ensure this.

11. What is your experience about the village school ?

- (i) Has the number of students increased after the introduction of Panchayati Raj ?
- (ii) Do teachers open the schools daily in time and keep them working for the prescribed hours
- (iii) Are the village teachers helpful to the villages in other activities also ?
- (iv) Do the villagers contribute their efforts for increasing the number of students and for collecting necessary material for the schools ?
- (v) How is the adult-literacy-programme going on ?

12. What is the position of Co-operative Societies in the Villages ? What is your relationship with Service Co-operatives ? How many Co-operative Societies are there in your area ? How many of them are active and how many defunct ?

What are your suggestions for improving the working of the Service Co-operatives and for making them more useful to the people ?

13. How are the schemes of Village Volunteer Force and Defence Labour Bank working in the villages ? What are your suggestions to make them more popular and effective ?

14. What are your views about the campaign and drive organised from time to time ? Do you think the work done during the course of campaigns and drives has a lasting effect ? If not, what steps do you suggest to give it lasting effect ?

What part of your time on an average is taken up in the organisation of campaigns and drives ?

15. Do you get requisite guidance from the Vikas Adhikari and the Extension Officers in time ? If so, how and to what extent ? If not, what are your suggestions about the type of guidance you require ?

16. Do you keep necessary information about the loans and grants given by the Panchayat Samits ? Do you keep watch about these loans and grants ? Please give your reply with specific reference to the following:—

- (i) Are the applications for loans and grants-in-aid routed through you, if so, what is the weight assigned to your recommendation ?
- (ii) Does the Panchayat Samiti inform you about the sanction of loans and grants ?
- (iii) Do you keep an eye on the physical implementation of the schemes for which loans and grants have been made ?
- (iv) Do you report the non-utilisation or misuse of funds to the Vikas Adhikari at once ? If so, is any action taken on your report ?

17. (i) How many days on an average in a month do you spend in your area and outside your area ? Please append a statement giving this information for the last six months (January to June 63) in the following proforma:—

Month	No. of days spent in the area.	No. of days spent outside area.	No. of days on leave.
-------	--------------------------------	---------------------------------	-----------------------

At Headquarter.

In out laying Villages.

- (ii) What part of your time is devoted to the extension work and what part is taken up by administrative work ?

18. What are your suggestions for making the training programme at the Village Level Worker's Training Centre more practical and useful ?

10. What are your views about the Gram Sabha ? Please indicate the following:—

- (i) Is the meeting of Gram Sabha convened at the prescribed time ? Were the minimum prescribed meeting of all the Gram Sabhas in your area held ?
- (ii) Do people attend, the meetings of Gram Sabha and participate in the proceedings with enthusiasm ?
- (iii) Do the discussions in the Gram Sabha have any effect on the working of the Gram Panchayat ?
- (iv) Is it desirable to make Gram Sabha more active and effective ? If so, please give your suggestion to ensure this.

11. What is your experience about the village school ?

- (i) Has the number of students increased after the introduction of Panchayati Raj ?
- (ii) Do teachers open the schools daily in time and keep them working for the prescribed hours.
- (iii) Are the village teachers helpful to the villages in other activities also ?
- (iv) Do the villagers contribute their efforts for increasing the number of students and for collecting necessary material for the school ?
- (v) How is the adult-literacy-programme going on ?

12. What is the position of Co-operative Societies in the Villages ? What is your relationship with Service Co-operatives ? How many Co-operative Societies are there in your area ? How many of them are active and how many defunct ?

What are your suggestions for improving the working of the Service Co-operatives and for making them more useful to the people ?

13. How are the schemes of Village Volunteer Force and Defence Labour Bank working in the villages ? What are your suggestions to make them more popular and effective ?

14. What are your views about the campaign and drive organised from time to time ? Do you think the work done during the course of campaigns and drives has a lasting effect ? If not, what steps do you suggest to give it lasting effect ?

What part of your time on an average is taken up in the organisation of campaigns and drives ?

15. Do you get requisite guidance from the Vikas Adhikari and the Extension Officers in time ? If so, how and to what extent ? If not, what are your suggestions about the type of guidance you require ?

16. Do you keep necessary information about the loans and grants given by the Panchayat Samits ? Do you keep watch about these loans and grants ? Please give your reply with specific reference to the following:—

- (i) Are the applications for loans and grants-in-aid routed through you, if so, what is the weight assigned to your recommendation ?
- (ii) Does the Panchayat Samiti inform you about the sanction of loans and grants ?
- (iii) Do you keep an eye on the physical implementation of the schemes for which loans and grants have been made ?
- (iv) Do you report the non-utilisation or misuse of funds to the Vikas Adhikari at once ? If so, is any action taken on your report ?

17. (i) How many days on an average in a month do you spend in your area and outside your area ? Please append a statement giving this information for the last six months (January to June 63) in the following proforma:—

Month	No. of days spent in the area.	No. of days spent outside area.	No. of days on leave.
-------	--------------------------------	---------------------------------	-----------------------

At Headquarter.

In out laying Villages.

- (ii) What part of your time is devoted to the extension work and what part is taken up by administrative work ?

18. What are your suggestions for making the training programme at the Village Level Worker's Training Centre more practical and useful ?

## APPENDIX III

Statement showing questionnaire issued and replies received by the  
Study Team.

(Reference : Para 0.6)

Sl.No.	Respondents.	Questionnaire A		Questionnaire B	
		Mailed	Replies received	Mailed.	Replies received.
1.	Pramukhs .. ..	26	10	26	12
2.	Pradhans .. ..	232	68	232	76
3.	Sarpanchas .. ..	..	1	325	232
4.	M.P.'s .. ..	32	5	..	..
5.	M.L.A.'s .. ..	176	6	..	..
6.	Heads of Departments ..	16	5	16	5
7.	Collectors .. ..	26	8	26	13
8.	District Level Officers ..	180	32	180	97
9.	Vikas Adhikaris .. ..	232	99	232	136
10.	Extension Officers .. ..	..	..	325	234
11.	V.L.W.'s .. ..	..	..	325	251
12.	Dy. District Development Officers ..	26	21	..	..
13.	Others .. ..	150	35	..	..
		1094	290	1687	1056

APPENDIX IV  
 १२३  
 Record of meetings held.  
 (Reference : Para 0.5)

Meeting.	Place	Dates		Duration.
		From	to	
First	.. Jaipur	27-5-63	28-5-63	2 days.
Second	.. Jaipur	17-6-63	18-6-63	2 days.
Third	.. Jaipur	25-7-63	26-7-63	2 days.
Fourth	.. Jaipur	21-10-63	..	1 day.
Fifth	.. Jaipur	17-11-63	..	1 day.
Sixth	.. Delhi	26-12-63	..	1 day.
Seventh	.. Jaipur	19-2-64	21-2-64	3 days.
Eighth	.. Jaipur	20-3-64	24-3-64	5 days.
Ninth	.. Jaipur	11-4-64	..	1 day.
Tenth	.. Delhi	15-4-64	16-4-64	2 days.
Eleventh	.. Jaipur	13-6-64	16-6-64	4 days.
Twelfth	.. Jaipur	1-7-64	4-7-64	4 days.
Thirteenth	.. Jaipur	12-7-64	19-7-64	8 days.
				36 days.



## APPENDIX V

List of districts and institutions visited by the Panchayati Raj Study Team.

(Reference : Para 0.7)

*Districts :*

1. Banswara.
2. Bikaner.
3. Bundi.
4. Dungarpur.\*
5. Jaipur.\*
6. Jodhpur.\*
7. Kota\*
8. Nagour.
9. Sawai Madhopur.
10. Tonk.
11. Udaipur.\*

*Panchayat Samitis :*

12. Barmer.+
13. Bikaner.
14. Deedwana.+
15. Deoli.
16. Dungarpur.
17. Garhi.
18. Jayal.

---

\* Meetings of Zila Parishad in these districts were attended by the Study Team.

+ Meetings of these Panchayat Samitis were attended by the Study Team.

19. Kota.
20. Luni.
21. Mandore.
22. Nagour.
23. Nokha.
24. Sagwara.
25. Shahabad.
26. Talera. +
27. Tonk.

*Gram Panchayats :*

28. Damadi (P. S. Dungarpur).
29. Fatehpur (P. S. Baran).
30. Khera (P. S. Dungarpur).
31. Shri Balaji (P. S. Nagour).
32. Talwara (P. S. Talwara) (Banswara).

*Training Institutions :*

33. Gram Sewak Training Centre, Garhi.
34. Gram Sewak Training Centre, Jodhpur.
35. Gram Sewika Training Centre, Rajendra Nagar (A.P.)
36. Panchayati Raj Adhyayan Kendra, Bikaner.
37. Panchayati Raj Adhyayan Kendra, Jodhpur.
38. Orientation Training Centre, Rajendra Nagar (A.P.)
39. Orientation Training Centre, Udaipur.

---

+ Meeting of these Panchayat Samitis were attended by the Study Team.

## APPENDIX VI

List of persons interviewed by the Panchayati Raj Study Team.

(Reference : Para 0.7)

## I. In Rajasthan.

1. Shri R. N. Mirdha. Speaker, Rajasthan Legislative Assembly, Jaipur.
2. Prof. M. V. Mathur, Rajasthan University, Jaipur.
3. Shri K. L. Bordia, Vidya Bhawan Rural Institute, Udaipur.

## M. P.'s. and M.L.A.'s.

4. Shri Kumbha Ram Arya, M.P.
5. Shri Manikya Lal Verma, M.P.
6. Shri Tika Ram Paliwal, M.P.
7. Shri Bhairon Singh Shekhawat, M.L.A., Jaipur.
8. Shri Bhim Sen M.L.A., Loonkaransar (Bikaner).
9. Shri Jodh Singh, M.L.A., Girwa (Udaipur).
10. Shri Jujhar Singh, M.L.A., Chechat (Kota).
11. Shri Mukti Lal Modi, M.L.A., Kotputli (Jaipur).
12. Shri Radhakishan Goyal, M.L.A., Tonk.
13. Shri Ram Prasad Laddha, M.L.A., Jahajpur (Bhilwara).
14. Shri Sampat Lal Bohra, M.L.A., Mavli (Udaipur).
15. Shri Vijay Pal, M.L.A., Dungarpur.

## Prarukhs of Zila Parishads:

16. Shri Bhanwar Lal, Bundi.
17. Shri Chand Behari Lal Vyas, Tonk.
18. Shri Gauri Shankar Upadhyaya, Dungarpur.
19. Shri Hari Vallabh, Sawai Madhopur.
20. Shri Keshav Chand, Banswara.
21. Shri Khet Singh, Jodhpur.

22. Shri Likhma Ram, Nagour.
23. Shri Nagar Mal Parik, Jhalawar.
24. Shri Narain Chaturvedi, Jaipur.
25. Shri Ram Singh, Bikaner (Up-Pramukh).
26. Shri Roshan Lal, Udaipur.
27. Shri Satya Pal Tyagi, Kota.
28. Shri Vridhi Chand, Barmer.

*Pradhans of Panchayat Samitis :*

29. Shri Bhanwar Lal Tambi, Tonk.
30. Km. Chandra Kala, Bikaner.
31. Shri Chaturbhuj, Todaraisingh.
32. Shri Gopal Singh, Phalodi.
33. Shri Hari Ram, Nagour.
34. Shri Indra Vikram Singh, Luni.
35. Shri Kishan Gopal, Ladpura.
36. Shri Mahendra Kumar, Deoli.
37. Shri Onkar Singh, Karauli.
38. Shri Raghu Raj Singh, Baran.
39. Shri Raghvir Singh, Loonkaransar.
40. Shri Ram Singh, Jayal.
41. Shri Ranjeet Singh, Osian.

*Social Workers:*

42. Shri Bajrang Lal Asopa, Sarpanch, G. P. Napasar.
43. Shri D. S. Durgawat, Udaipur.
44. Shri J. R. Nagar, Udaipur.
45. Shri Kuri Chand Jain, Dungarpur.
46. Shri Onkar Lal, Kota.
47. Shri Poona Ram Choudhary, Nagour.
48. Shri R. C. Dhariwal, Kota.
49. Shri B. K. Kalla, Nagour.
50. Shri Sohan Lal, Udaipur.
51. Shri Trilok Chand Kothari, Deoli.

*Secretaries to the Government and Heads of Departments :*

52. Shri B. Mehta, Chief Secretary, Rajasthan, Jaipur.
53. Shri R. D. Mathur, Development Commissioner.
54. Shri G. S. Rathore, Director, Animal Husbandry.
55. Shri Niranjan Singh, Director, Sheep & Wool.
56. Shri T. C. Kala, Director of Agriculture.
57. Shri Vishnu Dutta Sharma, Registrar, Co-operative Societies.

*Collectors:*

58. Shri C. L. Kochar, Collector, Udaipur.
59. Shri G. J. Mishra, Collector, Bundi.
60. Shri G. S. Choudhari, Collector, Bikaner.
61. Shri M. S. Sadashivan, Collector, Jodhpur.
62. Shri R. J. Majithia, Collector, Nagour.
63. Shri Randhir Singh, Collector, Tonk.
64. Shri R. Mookerji, Collector, Jhalawar.
65. Shri S. L. Khurana, Collector, Kota.

*Vikas Adhikaris:*

66. Shri H. N. Mathur, Luni.
67. Shri Mansingh Rashtrawar, Deoli.
68. Shri Mukat Lal Mathur, Loonkaransar.
69. Shri Prafulla Chandra, Bikaner.
70. Shri Roop Singh Solanki, Baran.
71. Shri S. N. Khandelwal, Tonk.

**II. Outside Rajasthan**

1. Shri S. K. Dey, Minister for Community Development & Co-operation, Government of India.
2. Shri B. S. Murthy, Dy. Minister for Community Development, Government of India.
3. Shri S. N. Mishra, Dy. Minister for Co-operation, Government of India.
4. Shri Balvantray Mehta, Chief Minister, Gujarat.
5. Shri Bhaju Bhai, Minister for Panchayati Raj, Gujarat.

6. Shri G. B. Khedkar, Minister for Local Government, Maharashtra.
7. Shri S. Chakravarty, Secretary, Ministry of Community Development & Co-operation, Government of India.
8. Shri K. Ramchanda Reddy, Chairman, Zila Parishad, Mahbubnagar.
9. Shri P. S. Deshmukh, President, Zilla Parishad, Thana.
10. Shri Trikam Lal Ranchor Das Patel, President, Zilla Panchayat, Ahmedabad.
11. The Chairman, Panchayat Samiti, Shadnagar.
12. Shri G. K. Patil, Chairman, Panchayat Samiti, Thana.
13. Shri Shankar Lal Jivanlal Shah, Chairman Taluka Panchayat, Dehgam.
14. Shri K. N. Anantaraman, First Member Board of Revenue, Andhra Pradesh.
15. Shri A. Krishnaswami Aiyangar, Commissioner for Panchayati Raj and Secretary to Government, Andhra Pradesh.
16. Shri C. Narasimham, Additional Development Commissioner, Andhra Pradesh.
17. Shri M. V. Deo, Secretary, Rural Development and Co-operation, Maharashtra.
18. Shri G. F. Mankodi, Development Commissioner, Gujrat.
19. Shri Gulam Dastagir Quraishi, Collector, Mahbubnagar.
20. Shri S. S. Tinaikar, Collector, Thana.
21. Shri K. B. Srinivasan, Chief Executive Officer, Thana.
22. Shri R. S. Nimbalkar, Secretary, Zilla Panchayat and District Development Officer, Ahmedabad.
23. Shri R. M. Patil, Block Development Officer, Thana.
24. Smt. S. Kumudini R. Nimbalkar, Taluka Development Officer, Ahmedabad.
25. Shri M. R. Solanki, Taluka Development Officer, Dehgam.

---

NOTE:—Besides the persons mentioned above the Study Team held group discussions with Regional Level Officers, Dy. District Development Officers, District Level Officers, Vikas Adhikaris, Principal; Instructors and Trainees of Training Institutions, Extension Officers, Village Level Workers and Teachers during the course of its visits to the districts.

## APPENDIX VII

An analysis of the replies to the questionnaire received from different respondents.

(Reference : Para 0.6)

### 1. Over-all impact of Panchayati Raj on Development Programme.

	Healthy.	Un-healthy	No impact: Good and Bad points have balanced.
Pramukhs .. ..	4	2	2
Collectors .. ..	4	1	..
Pradhans .. ..	54	6	5
Dy. District Dev. Officer	5	3	1
Vikas Adhikaris	60	19	14
	127	31	22

### 2. Inter-institutional set-up.

(a) The present set-up (b) Position of Zila Parishad.

	Is all right.	Requires change.	Statusquo should remain	Should be streng- thened.
Pramukhs .. ..	..	8	..	8
Collectors .. ..	1	4	1	4
Pradhans .. ..	43	18	36	25
Dy. District Dev. Officers ..	6	10	6	10
Vikas Adhikaris .. ..	37	58	36	59
	87	98	79	106

## 3. Co-option of Members.

			(a) Co-option.		
			Should continue.	Should not continue.	Should not continue for persons having administrative experience etc.
Pramukhs	..	..	8	1	2
Collectors	..	..	6	2	2
Pradhans	..	..	52	10	8
Dy. District Dev. Officers	..	..	17	2	6
Vikas Adhikaris	..	..	81	14	35
			164	29	53

			(b) Reservation of seats as an alternative to Co-option		(c) Whether co-option should precede or follow election of Pradhan/ Pramukh	
			Favoured	Not favoured	Precede	Follow
Pramukhs	..	..	..	6	5	2
Collectors	..	..	2	4	4	3
Dy. District Dev. Officers	..	..	6	10	7	9
Pradhans	..	..	22	37	48	11
Vikas Adhikaris	..	..	33	51	47	41
M.L.A.'s	..	..	1	2	2	2
TOTAL ..			64	110	114	68

## 4. Mode of Election of Sarpanch.

			Election of Sarpanch should be	
			Direct	In-direct
Pramukhs	..	..	6	2
Collectors	..	..	2	5
Dy. Distt. Dev. Officers	..	..	13	5
Pradhans	..	..	43	22
Vikas Adhikaris	..	..	62	33
			126	67



## 5. Mode of election of Pradhan/Pramukh.

			Election of Pradhan/Pramukh should be by		
			Existing method	Broad based electoral college	Direct system
Pramukhs	..	..	2	5	..
Collectors	..	..	5	2	1
Dy. Distt. Dev. Officers	..	..	7	10	2
Pradhans	..	..	36	23	8
Vikas Adhikaris	..	..	29	62	8
			80	102	19

## 6. No Confidence Motion against Sarpanch, Pradhan &amp; Pramukh.

			Existing Provisions	
			Are all-right	Need amendment
Pramukhs	..	..	4	4
Collectors	..	..	5	3
Dy. Distt. Dev. Officers	..	..	8	10
Pradhans	..	..	35	25
Vikas Adhikaris	..	..	63	25
			115	67

## 7. Term of the Panchayati Raj Institutions.

				Existing term of 3 years may Continue.	Term may be changed to		
					2 yrs.	4 yrs.	5 yrs.
Pramukhs	..	..	4	..	..	4	
Collectors	..	..	2	..	..	6	
Dy. Distt. Dev. Officers	..	..	12	..	..	7	
Pradhans	..	..	15	..	3	48	
Vikas Adhikaris	..	..	57	4	1	35	
				90	4	4	
						100	

## 8. Size of Panchayat.

			Should remain as it is	should be bigger	should be smaller
Pramukhs	..	..	7	4	1
Collectors	..	..	4	4	..
Dy. Distt. Dev. Officers	..	..	10	9	..
Pradhans	..	..	35	25	1
Vikas Adhikaris	..	..	56	26	7
			112	68	9

## 9. Size of Panchayat Samiti

			Should remain as it is.	Should be bigger.	Should be smaller.
Pramukhs	..	..	8	..	..
Collectors	..	..	8	..	..
Dy. Distt. Dev. Officers			18	1	..
Pradhans	..	..	49	9	2
Vikas Adhikaris	..	..	75	8	5
			158	18	7

## 10. Gram Sabha.

			Whether statutory re- cognition is necessary	
			Yes	No
Pramukhs	..	..	6	3
Collectors	..	..	3	5
Dy. District Dev. Officers	..	..	10	7
Pradhans	..	..	49	13
Vikas Adhikaris	..	..	75	13
			143	41

## 11. Standing committees : Size and constitution.

			(a) Should there be minimum and maximum limit prescribed for			
			No of Standing Committees.		Membership of Standing Committees	
			Yes	No	Yes	No
Pramukhs	..	..	5	2	7	..
Collectors	..	..	7	1	8	..
Dy. District Development Officers	..	..	16	2	18	..
Pradhans	..	..	48	12	54	6
Vikas Adhikaris	..	..	86	11	93	5
			162	28	180	11

			(b) Have minorities been represented on Standing Committees		(c) Should there be a Working Committee consisting of Chairmen of Standing Committees.	
			Yes	No	Yes	No
Pramukhs	..	..	3	5	7	1
Collectors	..	..	3	5	4	4
Dy. District Dev. Officers			3	15	6	12
Pradhans	..	..	36	37	44	15
Vikas Adhikaris	..	..	27	71	36	55
			72	133	97	87

## 12. Role of Zila Parishad.

			(a) Have they provided effective guidance and supervision to Panchayat Samitis		(b) Advice on Budget: whether accepted by Panchayat Samitis	
			Yes	No	Yes	No
Pramukhs	..	..	1	8	2	7
Collectors	..	..	1	7	6	2
Dy. Distt. Dev. Officers	..	..	5	14	12	6
Pradhans	..	..	12	47	47	9
Vikas Adhikaris	..	..	8	77	75	7
			27	153	142	31

			(c) Have they played an effective role in preparation of District Plans and review of progress.		(d) Response of Panchayat Samitis to Zila Parishad's instructions.	
			Yes	No	Positive	Negative
Pramukhs	..	..	3	5	..	9
Collectors	..	..	1	6	4	4
Dy. Distt. Dev. Officers	..	..	6	12	11	8
Pradhans	..	..	16	28	28	24
Vikas Adhikaris	..	..	9	49	47	35
			35	100	90	80

## 13. Transferred Schemes.

			(a) Whether Prescribed terms and conditions followed.		(b) Whether completed according to prescribed time schedule.		(c) Whether adequate and timely technical guidance made available	
			Yes	No	Yes	No	Yes	No.
Pramukhs	..	..	5	3	1	7	4	4
Collectors	..	..	6	2	1	7	..	8
Dy. Distt. Dev. Officers	..	..	13	6	4	14	7	12
Pradhans	..	..	57	3	10	30	25	35
Vikas Adhikaris	..	..	84	12	20	76	32	65
Distt. Level Officers	..	..	17	11	11	17	22	5
			182	37	47	151	90	129
			(d) Whether allotment of funds is adequate and timely		(e) Whether adequate trained staff made available.			
					Yes	No	Yes	No
Pramukhs	..	..	1	7	6	2		
Collectors	..	..	3	5	6	2		
Dy. Distt. Dev. Officers	..	..	6	13	15	3		
Pradhans	..	..	10	50	20	35		
Vikas Adhikaris	..	..	12	85	44	53		
Distt. Level Officers	..	..	14	9	20	7		
			46	169	111	102		

## 14. Village level Worker as Secretary of Panchayat &amp; Co-operative.

			Village Level Worker cum Secretary will improve functioning	
			Yes	No
Pramukhs	..	..	6	2
Collectors	..	..	6	2
Dy. Distt. Dev. Officers			17	2
Pradhans	..	..	62	4
Vikas Adhikaris	..	..	87	9
Distt. Level Officers.	..	..	20	6
			198	25

## 15. Impact of Panchayati Raj on Extension Agency.

			Favourable	Not-favour- able	No impact
Pramukhs	..	..	..	..	3
Collectors	..	..	2	3	2
Dy. Distt. Dev. Officers	..	..	4	18	1
Pradhans	..	..	27	30	4
Vikas Adhikaris	..	..	24	60	5
			57	111	15

## 16. Nyaya Panchayats.

			(a) Have they led to reduction of litigation.		(b) Have they provided speedy Justice.	
			Yes	No	Yes	No
Pramukhs	..	..	3	5	3	5
Collectors	..	..	3	4	3	4
Dy. Distt. Dev. Officers	..	..	6	8	7	7
Pradhans	..	..	18	31	24	23
Vikas Adhikaris	..	..	29	52	29	39
			59	100	76	78
			(c) Do they have adequate secretariat assistance		(d) Do they have adequate financial resources	
			Yes	No	Yes	No
Pramukhs	..	..	1	7	1	7
Collectors	..	..	..	7	..	7
Dy. Distt. Dev. Officers	..	..	..	14	3	11
Pradhans	..	..	18	31	13	36
Vikas Adhikaris	..	..	25	56	14	67
			44	115	31	128

## APPENDIX VIII

## List of Reports and Publications

*(Reference : Para 0.9)***I. Panchayat and Development Department, Govt. of Rajasthan.**

1. Quarterly Progress Report of Panchayat Samitis.
2. Half Yearly and Annual Reviews of Community Development Blocks.
3. Periodical Statements of Accounts and Progress.

**II. Evaluation Organisation, Government of Rajasthan.**

1. Report on Panchayat Elections in Rajasthan: 1960.
2. Report on the working of Panchayati Raj: 1961-62.
3. A short study of Panchayat Samiti Adhyayan Kendras: 1962.

**III. Ministry of Community Development & Co-operation, Government of India.**

1. Report of the Study Team of the Committee on Plan Projects on Community Development & National Extension Service: 1957.
2. Report of the Working Group on Co-operative Policy: 1959.
3. Report of the Working Group on Panchayats and Co-operatives: 1961.
4. Report on Local Government in Yugoslavia: 1961.
5. Report of the Study Team on Welfare of the Weaker Sections in Village Community: 1961.
6. Report of the Study Team on Nyaya Panchayats: 1962.
7. Report of the Study Team on Position of Gram Sabha in Panchayati Raj Movement: 1962.
8. Report of the Study Group on Budgeting and Accounting Procedure of Panchayati Raj Institutions: 1963.
9. Report of the Study Team on Panchayati Raj Finances: 1963.
10. Panchayati Raj at a Glance: 1964
11. Proceedings of the Development Commissioners, Conferences.

## IV. Other Publications.

1. Report of the Third Five Year Plan: Planning Commission.
2. Report of the Study Team on Democratic Decentralisation in Rajasthan: 1961—Association of Voluntary Agencies for Rural Development.
3. Panchayati Raj as basis of Indian Policy—Jay Prakash Narayan: 1962—Association of Voluntary Agencies for Rural Development.
4. Report on Indian and State Administrative Services and Problems of District Administration: 1962—Planning Commission.
5. The structure of Local Governments throughout the World: Samuel Humes and Eileen M. Marten (1961)—International Union of Local Authorities.
6. Seminar on Fundamental Problems of Panchayati Raj: 1964—All India Panchayat Parishad.
7. Reports of the Programme Evaluation Organisation: Planning Commission.
8. The Working of Panchayati Raj in a District of Rajasthan: An Empirical Study (1964); Department of Economics & Public Administration, University of Rajasthan.
9. Panchayati Raj: S. K. Dey—Asia Publishing House.
10. Legislation and Reports on Panchayati Raj of different States

## APPENDIX IX

## The Third Schedule To Rajasthan Panchayat Act, 1953

*Matters for which Panchayats may provide.**(Reference : Para 2.15)***I. In the sphere of sanitation and health:—**

- (a) the supply of water for domestic use and for cattle;
  - (b) the cleansing of public streets, drains, bunds, tanks and wells (other than wells and tanks used for irrigation) and other public places or works ;
  - (c) sanitation, conservancy, prevention and abatement of nuisance and disposal of carcasses of dead animals;
  - (d) the preservation and improvement of the public health;
  - (e) the regulation by licensing or otherwise of tea, coffee and milk shops ;
  - (f) provision, maintenance and regulation of burning and burial grounds;
  - (g) the lay out and maintenance of play-grounds and of public gardens ;
  - (h) the disposal of unclaimed corpses and unclaimed cattle;
  - (i) the construction and maintenance of public latrines and the regulation of private latrines;
- the taking of measures to prevent the outbreak, spread or recurrence any infectious disease;
- of unhealthy localities ;
- rubbish heaps, jungle growth, prickly pear, the wells, in sanitary ponds, pools, ditches, ention of water logging in irrigated areas  
ts of sanitary conditions;
- f ;
- f
- uman and animal vaccination;



- (p) the regulation of the construction of new buildings and the extension or alteration of existing buildings.

## II. In the sphere of public works —

- (a) the removing of obstructions and projections in public streets or places and sites, not being private property, which are open to the public, whether such sites are vested in the Panchayat or belong to the State Government;
- (b) the construction, maintenance and repairs of public streets, drains, bunds and bridges;

Provided that, if the streets, drains, bunds and bridges vest in any other public authority such works shall not be undertaken without the consent of that authority;

- (c) the maintenance and regulation of the use of public buildings, grazing lands forest lands including lands assigned under section 28 of the Rajasthan Forest Act 1953 (Rajasthan Act 13 of 1953), tanks and wells (Other than tanks and wells used for irrigation), vesting in or under the control of the Panchayat;
- (d) the lighting of the Panchayat circle;
- (e) the regulation and control of fairs, bazars, markets, hats, tonga-stands and cart-stands within the Panchayat circle other than those managed by the State Government or a Panchayat Samiti;
- (f) the regulation and control of wine shops and slaughter houses;
- (g) the planting of trees along public streets and in market places and other public places and their maintenance and preservation;
- (h) the destruction of stray and ownerless dogs;
- (i) the construction and maintenance of dharamshalas;
- (j) the management and control of bathing or washing ghats which are not managed by the State Government or any other authority;
- (k) the establishment and maintenance of markets;
- (l) the construction and maintenance of houses for the conservancy staff of the Panchayat;
- (m) the provision and maintenance of Camping grounds;
- (n) the establishment, control and management of cattle ponds;
- (o) the establishment and maintenance of works or the provision of employment in times of famine or scarcity;

- (p) the extension of abadi sites and the regulation of buildings in accordance with such principles as may be prescribed;
- (g) the establishment and maintenance of warehouses;
- (r) excavation, cleansing and maintenance of ponds for the supply of water to animals.

### III. In the sphere of education and culture:—

- (a) the spread of education;
- (b) the establishment and maintenance of akharas, clubs and other places for recreation and games;
- (c) the establishment and maintenance of theatres for promotion of art and culture;
- (d) the establishment and maintenance of libraries and reading rooms;
- (e) the installation of public radio sets and gramophones;
- (f) the promotion of social and moral welfare of the Panchayat circle including the promotion of prohibition, the removal of untouchability, amelioration of the condition of backward classes, the eradication of corruption and the discouragement of gambling and useless litigation.

### IV. In the sphere of self-Defence and Panchayat circle defence:—

- (a) watch and ward of the Panchayat circle and of the crops therein :

Provided that the cost of watch and ward shall be levied and recovered by the Panchayat from such persons in the Panchayat circle and in such manner, as may be prescribed;

- (b) regulating checking and abetting of offensive or dangerous trades or practices;
- (c) rendering assistance in extinguishing fires, and protection of life and property when fire occurs.

### V. In the sphere of administration:—

- (a) the numbering of premises;
- (b) the taking of census;
- (c) the drawing up of programmes for increasing the out-put of agricultural and non-agricultural produce in the Panchayat circle;
- (d) the preparation of the statement showing the requirement of supplies and finances needed for carrying out rural development schemes;

- (e) acting as a channel through which assistance given by the Central or State Government for any purpose reaches the Panchayat at circle;
- (f) making surveys;
- (g) the control of cattle stands, threshing-floors, grazing grounds and community lands;
- (h) the establishment, maintenance and regulation of fairs pilgrimages and festivals, not managed by the State Government or a Panchayat Samiti;
- (i) the preparation of statistics of unemployment;
- (j) reporting to proper authorities of complaints which are not removable by the Panchayat;
- (k) the preparation, maintenance and upkeep of Panchayat records;
- (l) the registration of births, deaths and marriages in such manner and in such form, as may be laid down by the State Government by general or special order in this behalf;
- (m) the preparation of plans for the development of the villages within the Panchayat circle.

**VI. In the sphere of welfare of the people:—**

- (a) assistance in the implementation of land reform schemes;
- (b) the relief of the crippled, destitute and the sick;
- (c) assistance to the residents when any natural calamity occurs;
- (d) making arrangements for co-operative management of land and other resources in the Panchayat circle and organisation of collective farming, credit societies and multipurpose co-operative societies;
- (e) the reclamation of waste land and bringing waste land under cultivation with the previous permission of the State Government.
- (f) organising voluntary labour for community works and works for the uplift of the Panchayat circle;
- (g) opening of fair-price shops;
- (h) propagation of family planning.

**VII. In the sphere of agriculture and preservation of forests:—**

- (a) the improvement of agriculture and establishment of model agricultural farms;
- (b) the establishment of granaries;
- (c) bringing under cultivation waste and fallow lands vested by the State Government in the Panchayat;
- (d) securing minimum standards of cultivation in the Panchayat circle with a view to increasing agricultural production;
- (e) ensuring conservation of manurial resources, preparing compost and sale of manure;
- (f) the establishment and maintenance of nurseries for improved seeds and provision of implements and stores;
- (g) the production and use of improved seeds;
- (h) the promotion of co-operative farming;
- (i) crop experiments and crop protection;
- (j) minor irrigation works which do not irrigate more than fifty acres of land and which do not fall within the duties of a Panchayat Samiti;
- (k) raising preservation and improvement of village forest;
- (l) the promotion of dairy farming.

**VIII. In the sphere of breeding and protecting cattle:—**

- (a) improvement of cattle and cattle breeding and the general care of live-stock including their medical treatment and prevention of the spread of diseases in them;
- (b) maintenance of studbulls.

**IX. In the sphere of village industries:—**

The promotion, improvement and encouragement of cottage and village industries.

**X. Miscellaneous:—**

- (a) construction and repair of school buildings and all buildings appurtenant thereto;
- (b) construction of quarters for primary schools teachers;

- (c) the undertaking and rendering of postal services for and on behalf of the Postal Department of the Government of India on terms settled with that Department.
- (d) the securing of life and general insurance business;
- (e) the sale of small savings certificate as agents or otherwise.

## APPENDIX X

## Functions of Panchayat Samitis.

*(Reference: Para 2.29)***1. Community Development.**

- (i) Organisation of village institutions for securing increased employment production and amenities.
- (ii) Securing self-help and self-reliance in the village community based on the principles of mutual co-operation.
- (iii) Harnessing the unutilised time and energy in the country side for the benefit of the community.

**2. Agriculture.**

- (i) Formulation of plans for increased agricultural production—for family, village and block—and their execution.
- (ii) Utilisation of resources in land and water and extension of the improved techniques of farming based on latest research.
- (iii) Construction and maintenance of irrigation works costing not more than Rs. 25,000/-.
- (iv) Provision of assistance for construction of Irrigation Wells, Bunds, Anicuts and Med-Bundi.
- (v) Land reclamation and soil-conservation on agricultural lands.
- (vi) Maintenance of seed multiplication farms assistance to registered seed growers and distribution of seed.
- (vii) Fruit and vegetable development.
- (viii) Popularisation of manures and fertilisers and their distribution.
- (ix) Development of local manurial resources.
- (x) Promotion of the use, purchase and manufacture of improved agricultural implements and their distribution.
- (xi) Plant protection.

- (xii) Development of cash crops in accordance with the policy enunciated in the State Plan.
- (xiii) Credit and other facilities for development of irrigation and agriculture.

### 3. Animal Husbandry

- (i) Upgrading local stock by introducing pedigree breeding bulls, castrating scrub bulls and by establishment and maintenance of artificial insemination centres.
- (ii) Introduction of improved breeds of cattle, sheep, pigs, poultry and camels, giving assistance therefor and running of small stock breeding farms.
- (iii) Control of contagious diseases.
- (iv) Introduction of improved foders and feeds.
- (v) Establishment and maintenance of first-aid centres and minor veterinary dispensaries.
- (vi) Dairying and milk supply.
- (vii) Wool grading.
- (viii) Tackling the problem of scrub cattle.
- (ix) Development of fisheries in the Tanks under the control of the Panchayats.

### 4. Health and Rural Sanitation.

- (i) Maintenance and expansion of health services including vaccination and control of epidemics.
- (ii) Provision of protected drinking water facilities.
- (iii) Family planning.
- (iv) Inspection of Aushdhalayas, Dawakhanaas, Dispensaries, Maternity Centres and Primary Health Centres.
- (v) Carrying out environmental sanitation and health campaigns and educating the public in (a) nutrition (b) maternity and child health and (c) communicable diseases.

### 5. Education.

- (i) Primary schools including schools run for scheduled castes and scheduled tribes.

- (ii) Conversion of Primary Schools into Basic Pattern.
- (iii) Scholarships and stipends up to Middle Standard including scholarships and stipends to members of scheduled castes, scheduled tribes and other backward classes.
- (iv) Expansion of girls' Education and employment of School Mothers.
- (v) Payment of scholarships and stipends to Students of Classes 1 to 5.
- (vi) Construction of quarters for teachers.

## 6. Social Education.

- (i) Establishment of Information, Community and Recreation Centres.
- (ii) Establishment of Youth Organisations.
- (iii) Establishment of libraries.
- (iv) Work amongst women and children with special reference to the training and utilisation of services of Gram-Kakis and Gram Sathins.
- (v) Adult Education.

## 7. Communications.

Construction and maintenance of Inter-Panchayat roads and culverts on such roads.

## 8. Co-operation.

- (i) Promotion of co-operation by helping in the establishment and strengthening of service co-operatives, industrial, irrigation, farming and other co-operative societies.
- (ii) Participation in and assistance to service co-operatives.

## 9. Cottage Industries.

- (i) Development of Cottage and Small Scale Industries in order to provide better employment opportunities and to promote village self-sufficiency.
- (ii) Survey of industrial and employment potential.
- (iii) Establishment and maintenance of production-cum-training centres.
- (iv) Improvement of the skills of artisans and craftsmen.



(c) Popularisation of group or family planning.

#### 10. Work amongst Backward Classes

- (i) Management of hostels subsidised by Government for the benefit of Scheduled Caste, Scheduled Tribes and other Backward Classes.
- (ii) Strengthening of voluntary social-welfare organisations and co-ordinating their activities.
- (iii) Preparation of budgets and prohibition and social reforms.

#### 11. Emergency Relief.

Provision of emergency relief in case of fire, flood, epidemics and other widespread calamities.

#### 12. Collection of Statistics.

Collection and compilation of such statistics as may be found necessary either by the Panchayat Samiti or the Zila Parishad or the State Government.

#### 13. Trusts.

Management of trusts for furtherance of any purpose to which the funds of the Panchayat Samiti may be applied.

#### 14. Forests

- (i) Village Forests.
- (ii) Rotational grazing.

#### 15. Rural Housing

#### 16. Publicity.

- (i) Community Listening Scheme.
- (ii) Exhibitions.
- (iii) Publications.

#### 17. Miscellaneous.

- (i) Supervision of and guidance to the Panchayats in all their activities and formulation of village and Panchayat Plans.
- (ii) Regulation of offensive, dangerous or obnoxious trades, calling and practices.
- (iii) Reclamation of unhealthy localities.

- (iv) Establishment, mauagement, maintenance and inspection of markets and other public institutions *e.g.*, public parks, gardenas, orchards and farms etc.
- (v) Establishment and management of staging houses.
- (vi) Inspection of Poor Houses, Asylums, Orphanages, Veterinary Hospitals and other institutions located in the block.
- (vii) Encouragement of thrift through small savings and insurance.
- (viii) Promotion of folk art and culture.
- (ix) Organisation and management of Panchayat Samiti fairs.

## APPENDIX XI

## Powers and Functions of Zila Parishads.

(Reference: Para 2 33)

Every Zila Parishad shall have the power to:—

- (i) examine according to rules made in this behalf the budgets of the Panchayat Samitis in the district;
- (ii) distribute among the Panchayat Samitis the *ad hoc* grants allotted to the district by the State Government;
- (iii) co-ordinate and consolidate the plans prepared by the Panchayat Samitis;
- (iv) co-ordinate the work of the Panchayats and the Panchayat Samitis;
- (v) exercise and perform such other powers and functions in relation to any development programme as the State Government may, by notification, confer on or entrust to it;
- (vi) exercise and perform such powers and functions as are conferred on and delegated or entrusted to it by or under this Act;
- (vii) classify fairs and festivals, other than those that are or may hereafter be managed by the State Government, as Panchayat fairs and festivals and Panchayat Samiti fairs and festivals and review, upon a representation made in that behalf by a Panchayat or a Panchayat Samiti, such classification;
- (viii) classify roads (other than national highways, State highways and major district roads) as Panchayat Samiti roads and village roads;
- (ix) supervise generally the activities of the Panchayat Samitis in the district
- (x) organise camps, conferences and seminars of all Sarpanchas, Pradhans and other Panchas and members of Panchayats and Panchayat Samitis in the district;

- (xi) advise the State Government on all matters concerning the activities of Panchayats and Panchayat Samiti;
- (xii) advise the State Government on matters concerning the implementation of any statutory or executive order specially referred by the State Government to the Zila Parishad;
- (xiii) advise the State Government on all matters relating to the implementation within the district of the various schemes under the Five Year Plans;
- (xiv) watch over all agricultural and production programmes, construction programmes, employments and other targets laid down for the district and see that they are being properly carried out, accomplished and implemented and review at least twice a year the progress of such programmes and targets;
- (xv) Collect such data as it deems necessary;
- (xvi) publish statistics or any other information relating to the local authorities in the district; and
- (xvii) require any local authority to furnish information regarding its activities.

## APPENDIX XII

## Physical achievements in Panchayati Raj Institutions.

(Reference: Para 3.9)

Sl. No.	Items of work	Units	Oct. 59 to Mar- ch 60	1960-61	1961-62	1962-63	1963-64
1	2	3	4	5	6	7	8
1.	People's Participation ..	Rs. in lacs.	38.08	71.31	177.71	119.43	108.99
2.	Chemical Fertilisers distributed	Mds.	54395	129449	347184	467361	738007
3.	Improved seeds distributed ..	Mds.	195258	529515	784778	725032	1265033
4.	Distribution of Agricultural implements ..	Nos.	9216	21954	59090	81302	87751
5.	Agricultural demonstrations held	Nos.	6703	13776	19219	20058	24093
6.	Distribution of improved animals	Nos.	477	1418	6869	4614	8072
7.	Distribution of poultry birds ..	Nos.	3659	10044	22704	18254	23390
8.	Irrigation wells constructed ..	Nos.	2908	8200	12556	12224	14138
9.	Additional area brought under irrigation ..	Acres	11629	36470	94765	85992	89684
10.	New Co-operative Societies started	Nos.	1697	3244	1751	912	902

1	2	3	4	5	6	7	8
11. New members enrolled in Co-operative societies ..	Nos.		80940	159080	131559	88647	83117
12. Drinking water wells constructed	Nos.		666	1313	1924	1823	1675
13. Reading Rooms and Libraries started ..	Nos.		244	512	528	662	468
14. Mahila Mandals organised ..	Nos.		201	402	634	522	136
15. Adults made Literate —	Nos.		32350	58901	55534	66191	69935
16. Youth Clubs organised ..	Nos.		704	1883	2046	1220	701

# APPENDIX XIII.

## Average per Block of Physical Achievements under Community Development Programme from 1956-57 to 1963-64.

(Reference : Para 3.9)

Items. 1	1956-57 2	1957-58 3	1958-59 4	1959-60 5	1960-61 6	1961-62 7	1962-63 8	1963-64 9
1. Peoples Participation. (Rs. in lacs).	2.52	1.62	1.25	0.64	0.72	0.84	0.63	0.52
2. Chemical Fertilizers (Mds.)	1328	778	1009	1152	1436	1681	2166	3060
3. Improved seed distributed (Mds.)	4270	3262	3219	5775	4321	3986	3736	5129
4. Distribution of agricultural implements (Nos.)	116	269	195	191	203	300	429	369
5. Agriculture Demonstrations held (Nos.)	455	163	196	253	210	103	105	108
6. Distribution of improved ani- mals (Nos.)	5	7	11	21	39	21	17	33
7. Distribution of poultry Birds (Nos.)	10	41	110	113	92	126	96	104
8. Irrigation wells constructed. (Nos.)	72	126	48	49	66	62	57	59

9. Additional area brought under irrigation (Acres)

261 1023 173 182 200 375 389 393

10. New Co-operative Societies started (Nos.)

11 16 16 18 13 7 4 3

11. New Members enrolled in Co-operative Societies (Nos.)

N. A. 953 1015 730 645 508 356 345

12. Drinking Water Wells constructed (Nos.)

21 18 18 20 22 9 9 7

13. Reading Rooms & Libraries started (Nos.)

N. A. 6 7 9 7 3 3 2

14. Mahila Mandals Organised (Nos.)

N. A. N. A. 10 11 6 4 3 1

15. Adults made Literate (Nos.)

1107 501 442 600 426 241 239 274

16. Youth Clubs Organised (Nos.)

N. A. 12 8 18 15 12 6 3

N. A.=Not available.



## APPENDIX XV

Statement showing number of Panchayat and Patwar Circles  
District-wise.

(Reference : para 4.4)

Sl. No.	District	No. of Panchayats	No. of Patwar Circles	Strength of Patwaris
1.	Ajmer .. ..	273	419	440
2.	Alwar .. ..	439	378	397
3.	Barmer .. ..	247	216	238
4.	Banswara .. ..	190	135	150
5.	Bharatpur .. ..	452	588	642
6.	Bhilwara .. ..	344	323	356
7.	Bikaner .. ..	123	123	127
8.	Bundi .. ..	136	138	155
9.	Chittor .. ..	313	297	327
10.	Churu .. ..	202	221	228
11.	Dungarpur .. ..	178	125	154
12.	Ganganagar .. ..	350	367	504
13.	Jaipur .. ..	600	598	658
14.	Jaisalmer .. ..	100	36	39
15.	Jalore .. ..	216	184	192
16.	Jhalawar .. ..	211	244	256
17.	Jodhpur .. ..	247	228	238
18.	Jhunjhunu .. ..	245	133	147
19.	Kota .. ..	302	318	350
20.	Nagaur .. ..	361	317	333
21.	Pali .. ..	299	235	275
22.	Sawai Madhopur .. ..	390	414	468
23.	Sikar .. ..	292	174	200
24.	Sirohi .. ..	133	101	111
25.	Tonk .. ..	192	231	273
26.	Udaipur .. ..	556	525	577
Rajasthan State .. ..		7391	7068	7835

## APPENDIX XVI

List of Municipal Boards with population below 10,000.

(Reference para: 4.38)

S. No. 1	District 2			Name of Municipal Board 3	Population 4
1. Ajmer	..	..	..	1. Pushkar	6,703
				2. Sarwar	6,182
2. Alwar	..	..	..	3. Kherli	3,137
3. Banswara	..	..	..	4. Kushalgarh	5,264
4. Bharatpur	..	..	..	5. Nadbai	5,979
				6. Rajakhara	9,950
				7. Weir	7,119
5. Bhilwara	..	..	..	8. Gangapur	7,169
6. Bikaner	..	..	..	9. Bhinasar	5,442
				10. Deshnoke	6,886
				11. Nokha	7,740
7. Bundi	..	..	..	12. Keshoraipatan	4,671
				13. Nainwa	6,865
8. Chittorgarh	..	..	..	14. Bari Sadari	7,937
				15. Chittorgarh	8,371
				16. Chhoti Sadari	8,265
9. Churu	..	..	..	17. Bidasar	9,389
				18. Chhapar	7,255
				19. Ratangarh	4,363
10. Dungarpur	..	..	..	20. Sagwara	8,655
11. Ganganagar	..	..	..	21. Anoopgarh	2,294
				22. Gajsinghpur	4,631
				23. Raisinghnagar	9,493
				24. Suratgarh	8,330
				25. Sangaria	8,112

1	2	3	4
12. Jaipur	..	..	26. Amber 6,932
			27. Chaksu 8,063
			28. Jobner 4,607
			29. Phulera 9,808
13. Jaisalmer	..	..	30. Jaisalmer 8,362
			31. Pokaran 5,284
14. Jhalawar	..	..	32. Bhawanimandi 7,247
			33. Jhalrapatan 9,128
			34. Sunel 6,526
15. Jhunjhunu	..	..	35. Baggar 7,174
			36. Bissau 9,021
			37. Khetri 8,058
			38. Mandawa 8,290
			39. Mukandgarh 8,144
			40. Surajgarh 8,101
			41. Udaipurwati 9,723
			42. Vidya Vihar 3,464
16. Kota..	..	..	43. Chhabra 7,558
			44. Indergarh 2,608
			45. Ramgarhmandi 6,805
17. Nagaur	..	..	46. Nawa 8,097
			47. Parbatsar 5,081
18. Pali	..	..	48. Bali 9,855
19. Sawai Madhopur	..	..	49. Todha Bhim 8,653
20. Sirohi	..	..	50. Mt. Abu 8,076
			51. Pindwara 7,726
			52. Sheoganj 9,766
21. Tonk	..	..	53. Deoli 5,274
			54. Niwai 8,317
			55. Todaraisingh 9,008
			56. Uniara 5,760
22. Udaipur	..	..	57. Bhindar 8,289
			58. Deogarh 8,032
			59. Salumbar 7,384

# APPENDIX XVII

## Statement showing Panchayat Samitis in relation to Tehsil boundaries.

(Reference: Para 5.1)

District.	Number of P.S.s.	Panchayat Samitis co-extensive with Tehsil Boundaries.										Panchayat Samitis which are not co-extensive with Tehsil boundaries	
		One P.S. One Teh. One P.S. Two Teh. Two P.S. One Teh. Three P.S. One Teh. which are not co-extensive with Tehsil boundaries										P.S.	Teh.
		P.S.	Teh.	P.S.	Teh.	P.S.	Teh.	P.S.	Teh.	P.S.	Teh.		
1	2	3	4	5	6	7	8	9	10	11	12	13	
1. Ajmer.	8	5	—	—	—	—	4	2	—	—	4	3	
2. Alwar.	14	9	4	4	—	—	6	3	—	—	4	2	
3. Banswara.	8	5	1	1	—	—	4	2	—	—	3	2	
4. Barmer.	8	5	3	3	—	—	—	—	—	—	5	2	
5. Bharatpur.	13	12	6	6	—	—	2	1	—	—	5	5	
6. Bhilwara.	11	9	3	3	—	—	2	1	—	—	6	5	
7. Bikaner.	4	4	4	4	—	—	—	—	—	—	—	—	
8. Bundi.	4	4	2	2	—	—	—	—	—	—	—	—	
9. Chittor.	12	11	2	2	—	—	4	2	—	—	2	2	
10. Churu.	7	7	7	7	—	—	—	—	—	—	6	7	

	1	2	3	4	5	6	7	8	9	10	11	12	13
11. Dungarpur.		5	3	1	1	—	—	—	—	—	—	4	2
12. Ganganagar.		9	9	5	5	1	2	—	—	—	—	3	2
13. Jaipur.		17	15	9	9	—	—	—	—	—	—	8	6
14. Jaisalmer.		3	5	1	1	—	—	—	—	—	—	2	4
15. Jalore.		7	4	1	1	—	—	—	—	3	1	3	2
16. Jhalawar.		6	6	2	2	—	—	—	—	—	—	4	4
17. Jhunjhunu.		8	4	—	—	—	—	8	4	—	—	—	—
18. Jodhpur.		9	5	1	1	—	—	8	4	—	—	—	—
19. Kota.		11	12	10	10	1	2	—	—	—	—	—	—
20. Nagaur.		11	8	4	4	—	—	4	2	—	—	3	2
21. Pali.		10	7	4	4	—	—	6	3	—	—	—	—
22. S. Madhopur.		10	11	5	5	1	2	—	—	—	—	4	4
23. Sikar.		8	6	1	1	—	—	—	—	—	—	7	5
24. Sirohi.		5	5	5	5	—	—	—	—	—	—	—	—
25. Tonk.		6	6	6	6	—	—	—	—	—	—	—	—
26. Udaipur.		18	17	14	14	—	—	—	—	—	—	—	—
Total..		232	194	101	101	3	6	48	24	3	1	77	62

## APPENDIX XVIII

Statement showing Panchayat Samitis which are co-extensive with Tehsil boundaries.

(Reference: Para 5.1)

## PART I

One Panchayat Samiti one Tehsil.

District.	Name of P. S.	Tehsil covered.
1. Alwar.	1. Bansur.	Bansur.
	2. Mandawar.	Mandawar.
	3. Thanagazi.	Thanagazi.
	4. Tijara.	Tijara.
2. Banswara.	5. Garhi.	Garhi.
3. Barmer.	6. Pachpadra.	Pachpadra.
	7. Sheo.	Sheo.
	8. Siwana.	Siwana.
4. Bharatpur.	9. Bari.	Bari.
	10. Basseri.	Basseri.
	11. Bayana.	Bayana.
	12. Nadbai.	Nadbai.
	13. Roophas.	Roophas.
	14. Weir.	Weir.
5. Bhilwara.	15. Jahajpur.	Jahajpur.
	16. Kotri.	Kotri.
	17. Mandalgarh.	Mandalgarh.
6. Bikaner.	18. Bikaner.	Bikaner.
	19. Kolayat.	Kolayat.
	20. Loonkaransar.	Loonkaransar.
	21. Nokha.	Nokha.
7. Bundi.	22. Keshoraipatan.	Keshoraipatan.
	23. Nainwa.	Nainwa.
8. Chittorgarh.	24. Bhadesar.	Bhadesar.
	25. Nimbahera.	Nimbahera.

District.	Name of P.S.	Tehsil covered.
9. Churu.	26. Dungargarh.	Dungargarh.
	27. Rajgarh.	Rajgarh.
	28. Ratangarh.	Ratangarh.
	29. Ratannagar.	Churu.
	30. Sardarshahar.	Sardarshahar.
	31. Sujangarh.	Sujangarh.
	32. Taranagar.	Taranagar.
10. Dungarpur.	33. Aspur.	Aspur.
11. Ganganagar.	34. Bhadra.	Bhadra.
	35. Nohar.	Nohar.
	36. Padampur.	Padampur.
	37. Srikananpur.	Srikananpur.
	38. Suratgarh.	Suratgarh.
12. Jaipur.	39. Bandikui.	Bansuwa.
	40. Bassi.	Bassi.
	41. Chaksu.	Chaksu.
	42. Dausa.	Dausa.
	43. Jhotwara.	Jaipur.
	44. Lalsot.	Lalsot.
	45. Phagi.	Phagi.
	46. Sanganer.	Sanganer.
	47. Sikrai.	Sikrai.
13. Jaisalmer.	48. Sankra.	Pokaran.
14. Jalore.	49. Sanchore.	Sanchore.
15. Jhalawar.	50. Khanpur.	Khanpur.
	51. Pirawa.	Pirawa.
16. Jodhpur.	52. Osian.	Osian.
17. Kota.	53. Anta.	Mangrol.
	54. Atru.	Atru.
	55. Baran.	Baran.
	56. Chhabra.	Chhabra.
	57. Chhipyabansel.	Chhipyabansel.
	58. Itawa.	Pipeldi.
	59. Ladpura.	Ladpura.

District.	Name of P.S.	Tehsil covered.
	60. Chechat.	Ramganjmandi.
	61. Sangod.	Sangod.
	62. Sultanpur.	Degod.
18. Nagour.	63. Deedwana.	Deedwana.
	64. Jayal.	Jayal.
	65. Kuchaman.	Nawa.
	66. Ladnu.	Ladnu.
19. Pali.	67. Jaitaran.	Jaitaran.
	68. Kharchi.	Kharchi.
	69. Raipur.	Raipur.
	70. Sojat.	Sojat.
20. Sawai Madhopur.	71. Bonli.	Malarnachor.
	72. Gangapur.	Gangapur.
	73. Hindaun.	Hindaun.
	74. Mahwa.	Mahwa.
	75. Todabhim.	Todabhim.
21. Sikar.	76. Neem-ka-thana.	Neem-ka-thana.
22. Sirohi.	77. Abu.	Abu.
	78. Pindwara.	Pindwara.
	79. Reodar.	Reodar.
	80. Sheoganj.	Sheoganj.
	81. Sirohi.	Sirohi.
23. Tonk.	82. Deoli.	Deoli.
	83. Malpura.	Malpura.
	84. Niwai.	Niwai.
	85. Todaraisingh.	Todaraisingh.
	86. Tonk.	Tonk.
	87. Uniara.	Uniara.
24. Udaipur.	88. Amet.	Amet.
	89. Bhim.	Bhim.
	90. Bhinder.	Vallabhnagar.
	91. Deogarh.	Deogarh.
	92. Dhariyawad.	Lasadia.
	93. Gogunda.	Gogunda.
	94. Jhadol.	Phalasia.



District	Name of P. S.	Tehsil covered
	95. Kherwara.	Kherwara.
	96. Kotra.	Kotra.
	97. Kumbhalgarh.	Kumbhalgarh.
	98. Rajsamand.	Rajsamand.
	99. Relmagra.	Relmagra.
	100. Salumbar.	Salumber.
	101. Sarada.	Sarada.

## PART II

## One Panchayat Samiti two Tehsils.

1. Ganganagar.	1. Raisinghnagar.	Raisinghnagar. Anopgarh.
2. Kota.	2. Shahbad	Shahbad. Kishanganj.
3. Sawai Madhopur.	3. Nadoti (Hqs.)	Nadoti. Bamanwas

## PART III

## Two Panchayat Samitis one Tehsil.

1. Ajmer.	1. Jawaja.	Beawar.
	2. Masuda.	
	3. Pisangan.	Ajmer.
	4. Srinagar,	
2. Alwar.	5. Behror.	Behror
	6. Neemrana.	
	7. Govindgarh Hq.	
	Lachmangarh.	Lachmangarh.
	8. Kathumar.	
	9. Rajgarh.	Rajgarh.
	10. Reni.	

District	Name of P.S.	Tehsil covered
3. Banswara	11. Bagidora.	Badgaon.
	12. Bhukhiya.	
	13. Kushalgarh.	Kushalgarh.
	14. Sajjangarh.	
4. Bharatpur.	15. Kumher.	Bharatpur.
	16. Sewar.	
5. Bhilwara.	17. Raipur.	Sahara.
	18. Sahara.	
6. Chittorgarh.	19. Acheera.	Pratapgarh.
	20. Pratapgarh.	
	21. Begun.	Begun.
	22. Bhainsrorgarh.	
7. Jhunjhunu.	23. Alsisar.	Jhunjhunu.
	24. Jhunjhunu.	
	25. Buhana.	Khetri.
	26. Khetri.	
	27. Chirawa.	Chirawa.
	28. Surajgarh.	
	29. Nawalgarh.	Udaipurwati.
	30. Udaipurwati.	
	31. Balesar.	Shergarh.
	32. Shergarh.	
8. Jodhpur.	33. Bap.	Phalodi.
	34. Phalodi.	
	35. Bilara.	Bilara.
	36. Bhopalgarh.	
	37. Jodhpur	Jodhpur.
	Hq. Mandore.	
	38. Luni Hq. Jodhpur.	
	39. Makrana.	Makrana.
	40. Parbatsar.	
	41. Mundwa.	Nagour.
	42. Nagour.	
9. Nagour.		

District	Name of P.S.	Tehsil covered
10. Pali	43. Bali.	Bali.
	44. Sumerpur.	
	45. Desuri.	Desuri.
	46. Bani Station.	
	47. Pali	Pali.
	48. Rohat.	

## PART IV

Three Panchayat Samitis One Tehsil.

1. Jalore.	1. Bhimmal	Jaswantpura.
	2. Jaswantpura.	
	3. Raniwara.	

## APPENDIX XIX

Statement showing Panchayat Samitis which are not co-extensive with Tehsil boundaries.

(Reference: Para 5.1)

Sl. No.	District.	Name of Panchayat Samiti.	Name of Tehsil.
1	2	3	4
1.	Ajmer.	1. Arain.	Parts of Sarwad and Kishangarh.
		2. Bhimai.	Part of Kekri.
		3. Kekri.	Part of Kekri.
		4. Kishangarh.	Part of Kishangarh.
2.	Alwar.	5. Kishangarhbas.	Parts of Kishangarhbas & some villages of Alwar Tehsil.
		6. Kotkasim.	Part of Kishangarhbas.
		7. Ramgarh.	Part of Alwar.
		8. Umrain.	Part of Alwar.
3.	Banswara.	9. Banswara.	Part of Banswara.
		10. Ghatol.	Part of Ghatol.
		11. Pipalkhunt.	Parts of Ghatol and Banswara
4.	Barmer.	12. Baitu.	Part of Barmer.
		13. Barmer.	Parts of Barmer & Chohtan.
		14. Chohtan.	Part of Chohtan.
		15. Guramalani.	Parts of Barmer & Chohtan.
		16. Sindhari.	Part of Barmer.
5.	Bharatpur.	17. Deeg.	Part of Deeg.
		18. Dholpur.	Part of Dholpur.
		19. Kama.	Part of Kama.
		20. Nagarpahari.	Nagar & Parts of Kama & Deeg
		21. Rajakhera.	Rajakhera and part of Dholpur.

Sl.No.	District	Name of P.S.	Name of Tehsil
6.	Bhilwara.	22. Asind.	Part of Asind.
		23. Banera.	Parts of Mandal, Hurda, Shahpura & Bhilwara.
		24. Hurda.	Parts of Hurda & Asind.
		25. Mandal.	Part of Mandal.
		26. Shahpura.	Part of Shahpura.
		27. Suwana.	Part of Bhilwara.
7.	Bundi.	28. Hindoli.	Hindoli and part of Bundi.
		29. Talera.	Part of Bundi.
8.	Chittorgarh.	30. Bhopalsagar.	Parts of Kapasin & 3 villages of Mavli.
		31. Chhotisadri.	Chhotisadri & part of Badi Sadri.
		32. Chittorgarh.	Chittorgarh & part of Gangrore.
		33. Doongla.	Doongla & parts of Badi Sadri.
		34. Kapasin.	Part of Kapasin.
		35. Rashmi.	Rashmi & part of Gangrore.
9.	Dungarpur.	36. Bichhiwara.	Part of Dungarpur.
		37. Dungarpur.	Part of Dungarpur.
		38. Sagwara.	Part of Sagwara.
		39. Simalwara.	Parts of Dungarpur & Sagwara
10.	Ganganagar.	40. Hanumangarh.	Parts & Hanumangarh of Ganganagar.
		41. Mirzewala.	Part of Ganganagar.
		42. Sadulshahar.	Parts of Hanumangarh & Ganganagar.
11.	Jaipur.	43. Amber.	Parts of Amber & Jamwaramgarh.
		44. Bairath.	Part of Bairath & Kotputli.
		45. Govindgarh.	Part of Amber.
		46. Jamwaramgarh.	Part of Jamwaramgarh.
		47. Jobner.	Part of Phulera.
		48. Kotputli.	Part of Kotputli.
		49. Mozmadabad.	Dadu and part of Phulera.
		50. Shahpura.	Part of Bairath.

Sl.No.	District	Name of P. S.	Name of Tehsil
12.	Jaisalmer.	51. Jaisalmer.	Nachana and part of Jaisalmer.
		52. Sam.	Rangarh, Sam and part of Jaisalmer.
13.	Jalore.	53. Ahore.	Part of Ahore.
		54. Jalore.	Part of Ahore & Jalore.
		55. Sayala	Part of Jalore.
14.	Jhalawar.	56. Bakani.	Parts of Aklera & Jhalarapatan.
		57. Dag.	Parts of Aklera and Pachpahar.
		58. Jhalarapatan.	Parts of Jhalarapatan and Pachpahar.
		59. Manoharthana.	Part of Aklera.
15.	Nagour.	60. Degana.	Part of Degana.
		61. Merta.	Part of Merta.
		62. Riyan.	Parts of Degana & Merta.
16.	Sawai Madhopur.	63. Khandar.	Khandar and 50 villages of Sawai Madhopur Tehsil.
		64. Karauli.	Karauli excluding Sub-Tehsil Mendrail.
		65. Sapotra.	Sapotra and Sub-Tehsil Mendrail.
		66. S. Madhopur.	Sawaimadhopur excluding 50 villages.
17.	Sikar.	67. Dantaramgarh.	Part of Dantaramgarh.
		68. Dhod.	Part of Sikar.
		69. Fatehpur.	Fatehpur and part of Lachmangarh.
		70. Khandela.	Parts of Sikar and Srimadhopur.
		71. Lachmangarh.	Part of Lachmangarh.
		72. Piprali.	Parts of Sikar and Dantaramgarh.
		73. Srimadhopur.	Part of Srimadhopur.
18.	Udaipur.	74. Badgaon.	Parts of Girwa & Nathdwara.
		75. Girwa.	Part of Girwa
		76. Khamnore.	Part of Nathdwara.
		77. Mavli.	Mavli excluding 3 villages.

1	2	3	4
7. Bikaner	63. Bikaner .. ..	78	3912
	64. Kolayat .. ..	48	2400
	65. Loonkaranaar .. ..	54	2460
	66. Nokha .. ..	83	1466
8. Bundi	*67. Bundi .. ..	87	726
	68. Hindoli .. ..	74	529
	69. Keshoraipatan .. ..	76	457
	70. Nainwa .. ..	60	438
9. Chittorgarh	71. Achnera .. ..	41	317
	72. Begun .. ..	54	323
	73. Bhadesar .. ..	51	236
	74. Bhainsrorgarh .. ..	38	634
	75. Bhopalsagar .. ..	41	167
	76. Chittorgarh .. ..	82	370
	77. Chhotisadri .. ..	63	378
	78. Doongla .. ..	70	265
	79. Kapasin .. ..	45	200
	80. Nimbahera .. ..	54	295
	*81. Pratapgarh .. ..	69	666
	*82. Rashmi .. ..	81	342
10. Chunn	83. Doongargarh .. ..	51	116
	84. Ratangarh .. ..	54	656
	85. Rajgarh .. ..	97	848
	86. Ratannagar .. ..	52	613
	87. Sardarshahr .. ..	67	1485
	88. Sujangarh .. ..	86	1040
	89. Taranagar .. ..	47	682
11. Dungarpur	90. Aspur .. ..	80	267
	*91. Beehiwara .. ..	73	228
	92. Dungarpur .. ..	63	264
	93. Sagwara .. ..	77	308
	*94. Simalwara .. ..	81	264
12. Ganganagar	95. Bhadra .. ..	85	678
	96. Hanumangarh .. ..	116	774
	97. Mirzewala .. ..	114	333

1	2	3	4
	98. Nohar .. ..	110	1681
	99. Padampur .. ..	89	324
	100. Raisinghnagar .. ..	122	1810
	101. Sadulshahr .. ..	93	521
	102. Srikaranpur .. ..	83	316
	103. Suratgarh .. ..	79	1478
13. Jaipur	104. Amber .. ..	86	344
	105. Bairath .. ..	77	269
	106. Bandikui .. ..	106	243
	107. Bassi .. ..	85	253
	*108. Chaksu .. ..	92	314
	109. Dausa .. ..	98	355
	*110. Govindgarh .. ..	88	252
	111. Jaipur .. ..	47	198
	112. Jamwaramgarh .. ..	90	396
	113. Jobner .. ..	100	345
	114. Kotputli .. ..	82	259
	115. Lalsot .. ..	96	336
	116. Phagi .. ..	65	425
	117. Sanganer .. ..	85	258
	118. Shahpura .. ..	75	199
	119. Sikrai .. ..	75	216
	120. Dudu .. ..	103	740
14. Jaisalmer	*121. Jaisalmer .. ..	35	4422
	122. Sam .. ..	45	8428
	*123. Sankia .. ..	47	2500
15. Jalore	*124. Ahore .. ..	103	614
	125. Bhinmal .. ..	51	480
	126. Jalore .. ..	46	500
	127. Jaswantpura .. ..	48	406
	128. Raniwara .. ..	56	374
	129. Sanchore .. ..	117	1164
	130. Sayala .. ..	79	562
16. Jhalawar	131. Bakani .. ..	57	336
	132. Dag .. ..	79	429



1	2	3	4
	*133. Jhalrapatan .. ..	100	475
	134. Khanpur .. ..	60	358
	135. Mysorethana .. ..	70	376
	136. Pura .. ..	84	390
17. Jodhpur	137. Bala .. ..	55	1080
	138. Bap .. ..	42	1600
	139. Bhupagarh .. ..	68	154
	*140. Luni .. ..	71	711
	141. Bawa .. ..	80	603
	142. Mambra .. ..	60	576
	143. Olan .. ..	170	1654
	*144. Phalodi .. ..	62	1206
	145. Shergarh .. ..	55	763
18. Jhunjhunu	146. Alwar .. ..	71	613
	*147. Buhana .. ..	84	205
	148. Chirawa .. ..	60	204
	*149. Jhunjhunu .. ..	80	256
	150. Khatri .. ..	100	301
	*151. Nawalgarh .. ..	84	258
	*152. Surajgarh .. ..	71	313
	153. Udaiporewadi .. ..	73	327
19. Kota	154. Antah .. ..	80	381
	155. Arun .. ..	58	331
	156. Bwan .. ..	46	230
	157. Chachat .. ..	63	200
	158. Chhabra .. ..	42	310
	159. Chipaburod .. ..	58	327
	160. Itawa .. ..	75	412
	*161. Ladpura .. ..	68	558
	162. Sangod .. ..	75	460
	163. Shahabad .. ..	94	1186
	164. Sultanpur .. ..	61	363
20. Nagour	165. Deedwana .. ..	103	650
	166. Degana .. ..	78	550
	*167. Jayal .. ..	68	804
	*168. Kuchaman .. ..	96	548

1	2	3	4
	169. Ladnu .. ..	56	485
	170. Makrana .. ..	72	435
	171. Merta .. ..	64	546
	*172. Mundwa .. ..	74	881
	*173. Nagaur .. ..	70	922
	*174. Parbatsar .. ..	75	518
	175. Riyan .. ..	75	482
21. Pali	176. Bali .. ..	94	544
	*177. Desuri .. ..	67	355
	178. Jaitaran .. ..	78	531
	179. Kharchi .. ..	113	547
	180. Pali .. ..	52	533
	181. Raipur .. ..	79	414
	*182. Rani-station .. ..	69	301
	183. Rohat .. ..	40	536
	184. Sojat .. ..	82	646
	185. Sumerpur .. ..	88	379
22. Sawaimadhopur	186. Bonli .. ..	87	392
	187. Gangapur .. ..	71	258
	*188. Hindaun .. ..	90	246
	189. Karauli .. ..	82	402
	190. Khandar .. ..	56	491
	191. Mahwa .. ..	78	184
	192. Nadoti .. ..	110	537
	193. Sapotra .. ..	81	750
	*194. Sawaimadhopur .. ..	99	472
	195. Todabhim .. ..	78	210
23. Sikar	196. Dantaramgarh .. ..	99	433
	197. Dhod .. ..	74	335
	198. Fatehpur .. ..	74	468
	199. Khandela .. ..	73	469
	200. Lachmangarh .. ..	76	384
	201. Neem-ka-Thana .. ..	121	469
	202. Piprali .. ..	76	323
	203. Srimadhopur .. ..	84	228

1	2	3	4
21. Sirohi	204. Abu .. ..	41	359
	205. Pindwara .. ..	69	473
	206. Reodav .. ..	72	429
	207. Shivraj .. ..	50	346
	208. Sirohi .. ..	61	453
25. Tonk	209. Migah .. ..	84	582
	210. Dohi .. ..	72	482
	211. Malpura .. ..	72	505
	*212. Nawai .. ..	66	398
	213. Tadmalsinoh .. ..	50	377
26. Udaipur	214. Tonk .. ..	90	574
	215. Anant .. ..	49	199
	*216. Badgaon .. ..	61	259
	217. Bhim .. ..	67	227
	218. Bhindor .. ..	93	389
	219. Dogarh .. ..	39	252
	220. Dhariawad .. ..	72	469
	221. Girwa .. ..	120	505
	222. Gogunda .. ..	67	410
	223. Jhadol .. ..	60	370
	224. Khannore .. ..	65	239
	225. Khetwara .. ..	92	414
	226. Kotra .. ..	35	465
	227. Kumbhadgarh .. ..	72	320
	228. Mavli .. ..	95	309
	229. Rajsamand .. ..	62	231
	*230. Belmagra .. ..	58	212
	231. Salumber .. ..	79	368
	232. Sarada .. ..	85	497

\* The 1961 Population of Panchayat Samitis marked \* is based on projection of 1951 Census.

APPENDIX XXI  
Powers and functions of Panchayats  
(Reference : Para 7.9)

Obligatory	Optional
Civic Amenities	
1. The supply of water for domestic use and for cattle;	1. The layout and maintenance of play grounds and of public gardens;
2. The cleansing, construction and repairs of public streets, drains, bunds, tanks and wells (other than wells and tanks used for irrigation) and other public places or works;	2. The reclaiming of unhealthy localities;
3. Sanitation, conservancy, prevention and abatement of nuisance and disposal of carcasses of dead animals;	3. The construction and maintenance of houses for the conservancy staff of the Panchayat;
4. The regulation by licensing or otherwise of tea, coffee and milk shops;	
5. Provision, maintenance and regulation of burning and burial grounds;	
6. The disposal of unclaimed corpse and unclaimed cattle;	
7. The construction and maintenance of public latrines and the regulation of private latrines;	
8. The taking of measures to prevent the outbreak, spread or recurrence of any infectious disease;	
9. The removal of rubbish heaps, jungle growth, prickly pear, the	

Obligatory	Optional
filling in of disused wells. insanitary ponds. pools. ditches. pits. hollows, the prevention of water-logging in irrigated areas and other improvements of sanitary conditions;	
10. The lighting of the Panchayat circle;	
11. The destruction of stray and ownerless dogs;	
12. Excavation, cleansing and maintenance of ponds for the supply of water to animals.	

### Social Welfare and Social Services

- |  |  |
|--|--|
| 1. The preservation and improvement of the public health;  | 1. Maternity and child-welfare;  |
| 2. The encouragement of human and animal vaccination;  | 2. Providing medical relief;   |
| 3. The establishment and maintenance of works or the provision of employment in times of famine or scarcity; | 3. The construction and maintenance of dharamshalas; the provision and maintenance of camping grounds;                     |
| 4. The spread of education;  | 4. The spread of education; the establishment and maintenance of akharas, clubs and other places for recreation and games; |
| 5. Running of adult literacy classes;  | 5. The establishment and maintenance of theatres for promotion of art and culture;   |
| 6. Taking up social education and women's welfare programmes;  | 6. The establishment and maintenance of libraries and reading rooms;   |
| 7. Propagation of family planning programme;   | 7. The installation of public radio sets and gramophones;  |

Obligatory	Optional
8. The relief of the crippled, destitute and the sick;	8. The promotion of social and moral welfare of the Panchayat circle including the promotion of prohibition, the removal of untouchability, amelioration of the condition of backward classes, the eradication of corruption and the discouragement of gambling and useless litigation;
	9. Construction and repair of school buildings and all buildings appurtenant thereto;
	10. Construction of quarters for primary schools teachers;
	11. The undertaking and rendering of postal services for and on behalf of the Postal Department of the Government of India on terms settled with that Department;

### Local Administration

1. The regulation of the construction of new buildings and the extension or alteration of existing buildings;	1. The removing of obstructions and projections in public streets or places and sites, not being private property, which are open to the public whether such sites are vested in the Panchayat or belong to the State Government;
2. The maintenance and regulation of the use of public buildings, grazing land, forest lands;	2. The establishment and maintenance of markets;

## Obligatory

## Optional

- |   |   |
|---|---|
| <p>3. The regulation and control of wine shops and slaughter houses;</p> <p>4. The management and control of bathing or washing ghats which are not managed by the State Government or any other authority;</p> <p>5. The establishment, control and management of cattle ponds;</p> <p>6. The extension of abadi sites and the regulation of buildings in accordance with such principles as may be prescribed;</p> <p>7. Watch and ward of the Panchayat circle and of the crops therein; organisation of village Volunteer Force;</p> <p>8. Regulating, checking and abetting of offensive or dangerous trades or practices;</p> <p>9. The numbering of premises;</p> <p>10. The taking of census;</p> <p>11. The drawing up of programmes for increasing the out-put of agricultural and non-agricultural produce in the Panchayat circle;</p> <p>12. The control of cattle stands, threshing floors, grazing grounds and community lands;</p> <p>13. The establishment, maintenance and regulation of fairs pilgrimages and festivals, not managed by the State Government or a Panchayat Samiti</p> | <p>3. The planting of trees along public streets and in market places and other public places and their maintenance and preservation;</p> <p>4. Making surveys;</p> <p>5. Opening of fair-price shops;</p> <p>6. Assistance in the implementation of land reform schemes;</p> |
|---|---|

Obligatory	Optional
14. The preparation, maintenance and up-keep of Panchayat records;	
15. The registration of births, deaths and marriages in such manner and in such form, as may be laid down by the State Government by general or special order in this behalf;	
16. The preparation of plans for the development of the villages within the Panchayat Circle.	
17. Assistance to the residents when any natural calamity occurs;	
18. Assistance in the implementation of land reform schemes;	
19. Help in census operations.	

#### Development.

1. The drawing up of programmes for increasing the out-put of agricultural and non-agricultural produce in the Panchayat Circle;	1. The establishment and maintenance of warehouses;
2. The improvement of agriculture and establishment of model agricultural farms;	2. The establishment of granaries;
3. Bringing under cultivation waste and fallow lands vested by the State Government in the Panchayat;	3. Bringing under cultivation waste and fallow lands vested by the State Government in the Panchayat;
4. Ensuring minimum standards of manurial resources, preparing compost and sale of manure;	4. The establishment and maintenance of nurseries for improved seeds and provision of implements and stores;
5. The production and use of improved seed;	5. The promotion of co-operative farming;



---

Obligatory

Optional

---

- |   |  |
|---|--|
| 6. The reclamation of waste land and bringing waste land under cultivation;   | 6. Crop experiments and crop protection; |
| 7. Making survey for production;  | 7. The promotion of dairy farming;       |
| 8. Raising, preservation and improvement of village forests;  | 8. Maintenance of studbulls.             |
| 9. Improvement of cattle and cattle breeding and the general care of livestock including their medical treatment and prevention of the spread of disease in them; |  |
| 10. The promotion, improvement and encouragement of cottage and village industries;   |  |
| 11. The securing of life and general insurance business;  |  |
| 12. The sale of small savings certificate as agents or otherwise;   |  |
| 13. Carrying out schemes entrusted by the Panchayat Samiti.   |  |
-

## APPENDIX XXII

Statement showing categories of Panchayat Samitis for the purpose of  
staffing pattern.

(Reference: Para 8.24)

District	S.No.	Name of Panchayat Samiti				Category		
						A	B	C
1	2	3				4	5	6
1. Ajmer	1.	Arain	..	..	..	..	..	C
	2.	Bhinai	..	..	..	..	B	..
	3.	Jawaja	..	..	..	..	B	..
	4.	Kekri	..	..	..	..	B	..
	5.	Kishangarh	..	..	..	..	B	..
	6.	Masuda	..	..	..	..	B	..
	7.	Pisangan	..	..	..	A	..	..
	8.	Srinagar	..	..	..	..	B	..
2. Alwar	9.	Bansur	..	..	..	..	B	..
	10.	Behror	..	..	..	..	B	..
	11.	Govindgrah	..	..	..	..	B	..
	12.	Kathumar	..	..	..	A	..	..
	13.	Kotkasim	..	..	..	..	..	C
	14.	Kishangarhbas	..	..	..	..	B	..
	15.	Mandawar	..	..	..	..	B	..
	16.	Neemrana	..	..	..	..	B	..
	17.	Rajgarh	..	..	..	..	B	..
	18.	Ramgarh	..	..	..	..	B	..
	19.	Reni	..	..	..	..	B	..
	20.	Thanagazi	..	..	..	..	B	..
	21.	Tijara	..	..	..	..	B	..
	22.	Umrain	..	..	..	..	B	..
3. Banswara	23.	Bagidora	..	..	..	..	..	C
	24.	Banswara	..	..	..	..	B	..
	25.	Bhukhiya	..	..	..	..	..	C
	26.	Garhi	..	..	..	..	B	..
	27.	Ghatol	..	..	..	..	B	..

1	2	3	4	5	6
	28. Kushalgarh	..	..	..	C
	29. Pipalkhunt ..	..	..	..	C
	30. Sajjangarh ..	..	..	..	C
4. Barmer	31. Baitu ..	..	..	B	..
	32. Balotra ..	..	..	B	..
	33. Barmer ..	..	..	..	C
	34. Chohtan ..	..	..	B	..
	35. Dhorimanna ..	..	..	B	..
	36. Sheo ..	..	..	..	C
	37. Sindhari ..	..	..	B	..
..	38. Siwana ..	..	..	B	..
5. Bhilwara	39. Asind ..	..	..	B	..
..	40. Banera ..	..	..	..	C
..	41. Hurda ..	..	..	B	..
..	42. Jahajpur ..	..	..	B	..
..	43. Kotri ..	..	..	B	..
..	44. Mandal ..	..	A	..	..
..	45. Mandalgarh ..	..	..	B	..
..	46. Raipur ..	..	..	..	C
..	47. Sahara ..	..	..	B	..
..	48. Shahpura ..	..	..	B	..
..	49. Suwana ..	..	..	B	..
6. Bikaner	50. Bikaner ..	..	..	B	..
..	51. Kolayat ..	..	..	..	C
..	52. Loonkaransar ..	..	..	..	C
..	53. Nokha ..	..	..	B	..
7. Bharatpur	54. Bari ..	..	..	B	..
..	55. Basseri ..	..	..	B	..
..	56. Bayana ..	..	..	B	..
..	57. Deeg ..	..	..	B	..
..	58. Dholpur ..	..	..	..	C
..	59. Kama ..	..	..	B	..
..	60. Kumher ..	..	..	B	..
..	61. Nadbai ..	..	..	B	..
..	62. Nagarpahari ..	..	..	B	..
..	63. Rajakhera ..	..	..	B	..

1	2	3	4	5	6
	64. Roopbas ..	..	..	B	..
	65. Sesar ..	..	..	..	C
	66. Weir ..	..	..	B	..
8. Bundi	67. Bundi ..	..	A	..	..
	68. Hindoli ..	..	..	B	..
	69. Keshoraipatan ..	..	..	B	..
	70. Nainwa ..	..	..	B	..
9. Chittorgarh	71. Achnera ..	..	..	..	C
	72. Begun ..	..	..	..	C
	73. Bhadesar ..	..	..	..	C
	74. Bhainsrorgarh ..	..	..	..	C
	75. Bhoplsagar ..	..	..	..	C
	76. Chittorgarh ..	..	..	B	..
	77. Chhotisadri ..	..	..	B	..
	78. Doongla ..	..	..	B	..
	79. Kapasin ..	..	..	..	C
	80. Nimbahera ..	..	..	..	C
	81. Pratapgarh ..	..	..	B	..
	82. Rashmi ..	..	..	B	..
10. Churu	83. Doongargarh ..	..	..	..	C
	84. Ratangarh ..	..	..	B	..
	85. Rajgarh ..	..	..	B	..
	86. Ratannagar ..	..	..	..	C
	87. Sardarshahr ..	..	..	B	..
	88. Sujangarh ..	..	..	B	..
	89. Taranagar ..	..	..	..	C
11. Dungarpur	90. Aspur ..	..	..	B	..
	91. Bichiwara ..	..	..	B	..
	92. Dungarpur ..	..	..	B	..
	93. Sagwara ..	..	..	B	..
	94. Simalwara ..	..	..	B	..
12. Gangaganagar	95. Bhadra ..	..	..	B	..
	96. Hanumangarh ..	..	A	..	..
	97. Mirzewala ..	..	A	..	..
	98. Nohar ..	..	A	..	..
	99. Padampur ..	..	..	B	..

1	2	3			4	5	6
	100.	Raisinghnagar	..	..	A	..	..
	101.	Sadulshahr	..	..	..	B	..
	102.	Srikaranpur ..	..	..	..	B	..
	103.	Suratgarh ..	..	..	A	..	..
13. Jaipur	104.	Amber ..	..	..	..	B	..
	105.	Bairath ..	..	..	..	B	..
	106.	Bandikui ..	..	..	A	..	..
	107.	Bassi ..	..	..	A	..	..
	108.	Chaksu ..	..	..	..	B	..
	109.	Dausa ..	..	..	..	B	..
	110.	Govindgarh	..	..	..	B	..
	111.	Jaipur ..	..	..	..	B	..
	112.	Jamwaramgarh	..	..	..	B	..
	113.	Jobner ..	..	..	..	B	..
	114.	Kotputli ..	..	..	..	B	..
	115.	Lalsot ..	..	..	A	..	..
	116.	Phagi ..	..	..	..	B	..
	117.	Sanganer ..	..	..	A	..	..
	118.	Shahpura ..	..	..	..	B	..
	119.	Sikrai ..	..	..	..	B	..
	120.	Dudu ..	..	..	A	..	..
14. Jaisalmer	121.	Jailsamer ..	..	..	..	..	C
	122.	Sam ..	..	..	..	..	C
	123.	Sankra ..	..	..	..	B	..
15. Jalore	124.	Ahore ..	..	..	..	B	..
	125.	Bhinmal ..	..	..	..	..	C
	126.	Jalore ..	..	..	..	..	C
	127.	Jaswantpura	..	..	..	..	C
	128.	Raniwara ..	..	..	..	..	C
	129.	Sanchore ..	..	..	..	B	..
	130.	Sayla ..	..	..	..	B	..
16. Jhalawar	131.	Bakani ..	..	..	..	B	..
	132.	Dag ..	..	..	..	B	..
	133.	Jhalrapatan ..	..	..	A	..	..
	134.	Khanpur ..	..	..	..	B	..

1	2	3	4	5	6
	135.	Manoharthana ..	..	B	..
	136.	Pirawa ..	..	B	..
17. Jhunjhunu	137.	Alsisar ..	..	..	C
	138.	Buhana ..	..	..	C
	139.	Chirawa ..	..	..	C
	140.	Jhunjhunu ..	..	B	..
	141.	Khetri ..	..	B	..
	142.	Nawalgarh ..	..	..	C
	143.	Surajgarh ..	..	..	C
	144.	Udaipurwati ..	..	B	..
18. Jodhpur	145.	Baleshwar ..	..	..	C
	146.	Bap ..	..	..	C
	147.	Bhopalgarh ..	..	B	..
	148.	Luni ..	..	..	C
	149.	Bilara ..	..	B	..
	150.	Mandore ..	..	B	..
	151.	Osian ..	..	B	..
	152.	Phalodi ..	..	..	C
	153.	Shergarh ..	..	..	C
19. Kota	154.	Antah ..	..	A	..
	155.	Atru ..	..	B	..
	156.	Baran ..	..	A	..
	157.	Chechat ..	..	B	..
	158.	Chhabara ..	..	..	C
	159.	Chipabarod ..	..	..	C
	160.	Itawa ..	..	B	..
	161.	Ladpura ..	..	B	..
	162.	Sangod ..	..	..	C
	163.	Shahbad ..	..	B	..
	164.	Sultanpur ..	..	B	..
20. Nagaur	165.	Deedwana ..	..	B	..
	166.	Degana ..	..	B	..
	167.	Jayal ..	..	..	C
	168.	Kuchaman ..	..	B	..
	169.	Ladnu ..	..	..	C
	170.	Makrana ..	..	..	C

1	2	3	4	5	6
	171.	Metta .. ..	..	..	C
	172.	Mundwa .. ..	..	B	..
	173.	Nagaur .. ..	..	B	..
	174.	Parbatsar .. ..	..	..	C
	175.	Riyan .. ..	..	B	..
21. Pali	176.	Bali .. ..	A	..	..
	177.	Desuri .. ..	..	B	..
	178.	Jaitaran .. ..	..	B	..
	179.	Kharchi .. ..	A	..	..
	180.	Pali .. ..	..	B	..
	181.	Raipur .. ..	..	B	..
	182.	Rani Station .. ..	..	B	..
	183.	Rohat .. ..	..	..	C
	184.	Sojat .. ..	..	B	..
	185.	Sumcupu .. ..	A	..	..
22. Sirohi	186.	Abu .. ..	..	B	..
	187.	Pindwara .. ..	..	B	..
	188.	Reodar .. ..	..	B	..
	189.	Shroganj .. ..	..	..	C
	190.	Sirohi .. ..	..	B	..
23. S. Madhopur	191.	Bonli .. ..	..	B	..
	192.	Ganganagar .. ..	..	B	..
	193.	Hindaun .. ..	..	B	..
	194.	Karauli .. ..	..	B	..
	195.	Khandar .. ..	..	..	C
	196.	Mahuwa .. ..	..	B	..
	197.	Nadoti .. ..	A	..	..
	198.	Sapotia .. ..	..	B	..
	199.	Sawasimadhopur .. ..	..	B	..
	200.	Todabhim .. ..	..	B	..
24. Sikar	201.	Dantaramgarh .. ..	..	B	..
	202.	Dhod .. ..	..	B	..
	203.	Fatchpur .. ..	..	B	..
	204.	Khendela .. ..	..	B	..
	205.	Lachmangarh .. ..	..	B	..
	206.	Neem-ka-Thana .. ..	A	..	..

1	2	3		4	5	6
	207.	Piparali ..	..	..	B	..
	208.	Shrimadhopur ..	..	..	B	..
25. Tonk	209.	Aligarh ..	..	..	B	..
	210.	Deoli ..	..	..	B	..
	211.	Malpura ..	..	..	B	..
	212.	Niwai ..	..	..	B	..
	213.	Todarai-Ingli ..	..	..	..	C
	214.	Tonk ..	..	A	..	..
26. Udaipur	215.	Amet ..	..	..	..	C
	216.	Badgaon ..	..	..	B	..
	217.	Bhim ..	..	..	B	..
	218.	Bhinder ..	..	..	B	..
	219.	Deogarh ..	..	..	..	C
	220.	Dhariavad ..	..	..	B	..
	221.	Girwa ..	..	A	..	..
	222.	Gogunda ..	..	..	B	..
	223.	Jhadol ..	..	..	..	C
	224.	Khamnore ..	..	..	B	..
	225.	Khervara ..	..	..	B	..
	226.	Kotra ..	..	..	..	C
	227.	Kumbhalgarh ..	..	..	B	..
	228.	Mavli ..	..	..	B	..
	229.	Rajsamand ..	..	..	B	..
	230.	Rehnagra ..	..	..	..	C
	231.	Salumber ..	..	..	B	..
	232.	Sarada ..	..	..	B	..
TOTAL ..				24	150	58



## APPENDIX XXIII

## Staffing pattern of Panchayat Samitis

(Reference : para 8.24)

S.No.	Name of the Post	Number			
		Category A	Category B	Category C	
1.	Vikas Adhikari .. .. :	1	1	1	
2.	Agriculture Extension Officer ..	1-3	1-2	1	
3.	Animal Husbandry Extension Officer	1-2	1	1	
4.	Education Extension Officer ..	1-2	..	..	
5.	Co-operative Extension Officer	1	1	1	
6.	Overseer .. .. ..	1	1	1	
7.	Progress Assistant .. ..	1	1	1	
Office Establishment					
1.	Accountant .. .. ..	1	..	..	
2.	Accounts Clerk .. .. ..	..	1	1	
3.	Cashier .. .. ..	1	1	1	
4.	U.D.C. Steno .. .. ..	1	1	1	
5.	U.D.C. .. .. ..	1	..	..	
6.	L.D.C's. .. .. ..	5	4	3	
7.	Class IV Servants .. ..	6	5	4	

NOTE:—The Extension Officers in the Panchayat Samitis should be provided according to the potentialities of development in their spheres of activity as at present.

APPENDIX XXIV  
 Classification of Districts  
*(Reference: para 9.39)*

Class A	Class B	Class C
1. Ajmer	1. Barmer	1. Banswara
2. Alwar	2. Bhilwara	2. Bundi
3. Bharatpur	3. Bikaner	3. Dungarpur
4. Ganganagar	4. Churu	4. Jaisalmer
5. Jaipur	5. Chittor	5. Jhalawar
6. Jodhpur	6. Jalore	6. Sirohi
7. Kota	7. Jhunjhunu	7. Tonk
8. Sawai Madhopur	8. Nagour	
9. Udaipur	9. Pali	
	10. Sikar	

## APPENDIX XXV

## Staffing pattern of Zila Parishad

(Reference : para 9.39)

Name of the post	Number		
	Category A	Category B	Category C
1. Chief Executive Officer ..	1	1	1
2. District Agriculture Officer ..	1	1	1
3. District Animal Husbandry Officer	1	1	1
4. Executive Engineer.. ..	1	..	..
5. Assistant Engineer .. ..	..	1	1
6. Dy. Inspector of Schools ..	1	1	1
7. Dy. Inspectress of Schools ..	1	1	1
8. Social Welfare Officer ..	1	1	1
9. Accounts & Finance Officer (Class I)	1	..	..
10. Accounts & Finance Officer (Class II)	..	1	1
11. Administrative Officer ..	1	1	1
12. Panchayat Assistants ..	3-6	3-5	2-4

## Office Establishment

1. Stenographer (for C.E.O.) ..	1	1	1
2. Accountant .. ..	1	1	1
3. Account Clerks .. ..	2	2	1
4. U.D.C. Stenos (for D.L.O's)..	5	4	3
5. U.D.C's .. ..	2	2	1
6. L.D.C's .. ..	8	6	5
7. Class IV Servants .. ..	11	9	7

## APPENDIX XXVI

## Transferred Schemes.

(Reference : Para 12.1)

S.No. 1	Department 2	Name of Scheme 3
1. Agriculture		<p>I. Minor Irrigation :</p> <p>(i) Construction of new wells and re-novation of old ones.</p> <p>(ii) Installation of pumping sets and persian wheels.</p> <p>(iii) Development of village tanks.</p> <p>II. Land Development &amp; Soil Conservation</p> <p>(i) Contour Bunding.</p> <p>(ii) Terracing.</p> <p>(iii) Med-Bundi.</p> <p>(iv) Gully plugging.</p> <p>III. Multiplication and Distribution of Seed :</p> <p>(i) Distribution of Seed.</p> <p>(ii) Seed Multiplication Farms.</p> <p>IV. Manures and fertilisers :</p> <p>(i) Development of local Manurial resources.</p> <p>(ii) Fertiliser.</p> <p>(iii) Transportation of Compost.</p> <p>V. Distribution of Agricultural implements.</p> <p>VI. Fruit Development Scheme ;</p>

1

2

3

## VII. Plant Protection :

## 2. Co-operatives.

## I. Organisation of Service Co-operatives.

II. Revitalisation of existing small sized  
Agricultural Credit Societies.III. Organisation of Co-operative Farming  
Societies (of joint and collective type).IV. Co-operative Societies organised out-  
side the plan and also societies  
organised under plan for non-plan  
schemes :

- (i) To meet the Establishment, other  
office expenses of infant societies.
- (ii) For construction of godowns.
- (iii) For purchasing improved imple-  
ments.
- (iv) For spreading co-operative educa-  
tion.
- (v) For training.
- (vi) For equipping office with furniture  
and fixtures.

## 3. Animal Husbandry.

## I. Breeding of indigenous Bulls.

## II. Purchase and Subsidy to Bull Calves.

## III. Bull Premium Scheme.

## IV. Key Village Scheme.

V. Maintenance of Bulls at Artificial  
Insemination Centres.

## VI. Poultry Development Scheme.

## VII. Fisheries Development Scheme.

## VIII. Sheep &amp; Wool Development Scheme.

## IX. Minor Dispensaries.

1	2	3
4.	Social Welfare Department.	I. Agriculture. <ul style="list-style-type: none"> <li>(i) Irrigation wells.</li> <li>(ii) Agriculture.</li> </ul> II. Public Health : <ul style="list-style-type: none"> <li>(i) Drinking water wells.</li> <li>(ii) Conversion of step wells into draw wells.</li> </ul> III. Scholarship up to Middle standard for Rural Areas.           IV. Communications : <ul style="list-style-type: none"> <li>(i) Construction of Roads and Culverts.</li> </ul> V. Cottage industries ; <ul style="list-style-type: none"> <li>(i) Training-cum-Production Centres.</li> </ul> VI. Housing : <ul style="list-style-type: none"> <li>(i) Construction of Houses</li> </ul>
5.	Forest.	I. Village Forest.           II. Rotational Grazing.
6.	Medical & Health.	I. Drinking water schemes.           II. Family Planning.           III. Vaccination.
7.	Education.	I. Primary Schools.           II. Conversion of Primary Schools into Basic Schools.
8.	Social Education.	I. Establishment of Community and Recreation Centres.           II. Youth Organisation.           III. Establishment of Libraries.           IV. Works among women and children with special reference to training of Gram Kakis and Gram Sathins.

1	2	3
9. Communication.	I. Construction and maintenance of approach roads.	
10. Industries.	I. Production-cum-Training Centres.	
11. Development & Panchayat.	I. Community Development.	
	II. Rural Housing.	
	III. Rural man-power Projects.	
	IV. Local Development Works.	
	V. Grant-in-aid to University Planning Forums.	
	VI. Public Co-operation.	

## APPENDIX XXVII

Statement showing People's participation and Government expenditure under C. D. Programme.

(Reference: para 13.5).

Year			Government Expenditure	Peolpe's participation	Average people's participation per Block	Percentage of People's participa- tion to Go- vernment Expenditure
1953-54	..	..	47.09	10.28	0.49	21.8
1954-55	..	..	92.03	25.81	0.92	28.0
1955-56	..	..	134.24	85.29	2.08	62.1
1956-57	..	..	161.10	166.57	2.52	103.4
1957-58	..	..	199.87	129.28	1.52	64.7
1958-59	..	..	271.82	134.47	1.24	49.6
1959-60	..	..	236.89	61.46	0.64	26.0
1960-61	..	..	262.77	56.68	0.72	21.6
1961-62	..	..	226.68	117.14	0.84	51.6
1962-63	..	..	235.40	96.37	0.63	40.9
1963-64	..	..	225.39	94.61	0.52	42.0



## APPENDIX XXVIII

## Statement showing income of Panchayat Samitis from their own resources.

(Reference : para 15.10)

Year	1	2	3	4	5	6	7	8	9	10	11	12
			Donations	Taxes & Fees	Sale proceeds of property	Bonded Con- tract	Appeals	Ent. Tax	Misc.	Total	Rural population 1961 (in lacs)	Income per head of population 1961 (Rs.)
1959-60	..	..	..	..	..	..	..	..	..	..	..	..
1960-61	..	..	2,76,098	8,75,359	1,54,660	5,15,144	47,838	67,001	13,16,369	32,52,469	108.74	0.19
1961-62	..	..	2,35,987	14,80,545	2,40,268	8,59,107	37,384	69,794	8,96,979	38,29,064	168.74	0.23
1962-63	..	..	1,34,883	21,10,022	4,35,197	7,80,605	30,297	1,87,693	13,00,328	49,85,025	168.74	0.29
<b>Districtwise (1962-63)</b>												
1. Ajmer			1,151	34,221	57,788	43,032	2,936	5,429	81,879	1,87,447	6.11	0.31
2. Alwar			28,086	23,320	7,219	37,978	1,266	1,046	1,77,223	3,14,827	6.11	0.51
3. Barmer			2,060	18,104	202	33,068	14	720	22,108	76,876	6.10	0.13
4. Banswara			13,711	723	518	6,092	73	1,240	23,290	45,077	4.51	0.10
5. Bharatpur			13,146	60,792	629	33,604	1,594	20,100	1,20,645	2,50,510	9.93	0.25
6. Bhilwara			..	68,658	5,289	46,698	915	1,500	36,216	1,59,276	8.02	0.20
7. Bikaner			14,269	37,448	678	12,570	5,049	4,247	1,564	75,825	2.57	0.30

1	2	3	4	5	6	7	8	9	10	11	12
8. Bundi ..	..	..	817	286	6,525	180	2,690	2,655	13,183	2.86	0.03
9. Chittorgarh	175	1,37,527	4,066	41,341	651	463	32,661	2,16,884	6.80	0.32	
10. Churu ..	492	1,29,247	1,508	27,068	226	21,293	63,402	2,43,236	4.51	0.54	
11. Dungarpur	..	..	63,104	7,067	11,798	139	410	1,0090	92,608	3.85	0.24
12. Ganganagar	11,425	3,37,608	9,688	13,206	220	1,810	10,3,579	4,77,536	8.88	0.54	
13. Jaipur ..	..	3,50,725	1,03,732	1,13,020	4,805	29,817	1,75,810	7,77,909	14.02	0.55	
14. Jaisalmer	8,380	1,734	821	12,486	..	..	4,403	27,824	1.27	0.22	
15. Jalore ..	1,010	35,808	1,994	37,251	651	3,718	16,231	96,663	5.22	0.19	
16. Jhalawar ..	..	1,25,888	25,047	4,381	2,161	4,421	36,327	1,98,225	4.53	0.44	
17. Jodhpur ..	2,777	20,628	27,061	44,053	646	1,030	51,332	1,47,527	6.20	0.24	
18. Jhunjhunu	660	1,15,005	2,535	4,361	591	22,386	47,021	1,92,579	5.92	0.33	
19. Kotah ..	20,770	14,120	44,162	10,090	4,113	18,880	12,157	12,4,292	6.88	0.18	
20. Nagaur ..	189	1,54,357	498	44,781	850	20,692	13,404	2,34,771	8.14	0.29	
21. Pali ..	416	..	18,399	63,773	1,162	6,940	40,110	1,30,800	7.29	0.18	
22. Sawai Madhopur	15	1,18,129	37,655	23,418	6,347	3,726	81,912	2,71,202	8.47	0.32	
23. Sikar ..	..	1,00,215	8,092	23,508	649	4,515	60,429	1,97,408	6.77	0.29	
24. Sirahi ..	14,000	3,861	14,026	16,690	113	8,507	26,395	83,592	2.95	0.28	
25. Tonk ..	..	1,50,813	40,572	21,884	778	2,056	23,963	2,40,066	4.24	0.57	
26. Udaipur ..	951	7,140	15,615	47,929	1,068	57	35,522	1,08,282	12.67	0.09	
	1,34,883	21,10,022	4,35,197	7,806,06	36,297	1,87,693	13,00,328	49,85,025	168.74	0.29	

Statement showing expenditure out of own resources of Panchayat Samitis for the year 1962-63.

(Reference : para 15.10)

S. No.	Name of District.	Establishment.	T.A. & D.A. to Panchayat Samiti members.	Productive Schemes.	Social amenities.	Others.	Total.
1	2.	3	4	5	6	7	8
1.	Ajmer .. ..	62,319	84,301	30,159	25,298	51,780	2,52,917
2.	Alwar .. ..	19,341	80,452	45,331	9,520	1,24,225	2,87,869
3.	Banswara .. ..	150	34,225	..	1,337	10,123	45,835
4.	Baermer .. ..	3,949	57,765	2,390	591	28,332	93,027
5.	Bharatpur .. ..	29,284	68,592	18,236	545	1,55,946	2,72,603
6.	Bhilwara .. ..	4,601	34,157	27,927	17,341	26,002	1,10,928
7.	Bikaner .. ..	11,631	31,182	1,801	2,775	18,610	65,999
8.	Bundi .. ..	17,221	13,351	..	..	..	30,572
9.	Chittorgarh .. ..	17,268	28,638	21,142	9,805	1,19,150	1,96,003
10.	Churu .. ..	20,345	39,656	(—)6,120	..	47,582	1,07,463
11.	Dungarpur .. ..	6,094	19,806	..	200	19,185	45,375
12.	Ganganagar .. ..	12,271	36,879	2,555	23,916	60,502	1,36,123

1	2	3	4	5	6	7	8
13.	Jaipur ..	69,364	87,639	60,780	45,728	2,62,263	5,25,774
14.	Jalore ..	21,247	27,753	30,208	2,440	19,962	1,01,610
15.	Jaisalmer ..	84	14,329	..	..	14,029	28,442
16.	Jhalavar ..	24,521	11,505	66,967	18,649	62,744	1,84,386
17.	Jhunjhunu ..	35,078	45,481	15,812	11,361	38,227	1,45,959
18.	Jodhpur ..	21,358	35,197	..	688	16,250	73,493
19.	Kota ..	7,214	46,419	..	3,292	58,298	1,15,223
20.	Nagaur ..	41,025	47,755	13,826	8,484	44,918	1,56,008
21.	Pali ..	21,160	37,496	7,868	..	4,288	70,812
22.	Sawai Madhopur ..	46,767	59,017	6,279	23,455	1,10,316	2,45,834
23.	Sikar ..	32,124	52,330	34,712	31,488	65,873	2,16,527
24.	Sirohi ..	6,562	18,975	244	342	5,239	31,362
25.	Tonk ..	13,658	23,863	21,140	2,206	1,07,387	1,68,254
26.	Udaipur ..	21,576	63,929	52,955	30,066	55,126	2,25,652
Total		5,72,212	11,09,842	4,54,212	2,69,527	15,27,257	39,33,050
Percentage ..		14.6	28.2	11.5	6.8	38.9	100.0

# APPENDIX XXX

Income of Panchayats from taxes in certain districts of Rajasthan during the year 1961-62.

(Rs. in thousands)

(Reference Para : 15-21)

(Reference Table : 1957-58)												
S. No.	District.	No. of Panchayats.	Rural population.	House Tax.	Pilgrims Tax.	Vehicle Tax.	Tax for arranging supply of drinking water.	Tax on Commercial crops.	Octroi.	Other taxes.	Total.	Per capita (Paisa)
1	2	3	4	5	6	7	8	9	10	11	12	13
1.	Chittorgarh ..	313	6,79,879	4.03	0.00	1.35	..	0.07	11.10	12.48	35.47	5
2.	Ajmer ..	275	6,10,910	0.81	0.15	0.86	8.70	0.03	49.75	9.35	69.65	11
3.	Jodhpur ..	691	11,02,111	9.67	11.95	1.24	6.74	1.78	3.82	11.53	52.71	4
4.	Sirohi ..	133	2,91,556	0.03	0.30	0.22	0.72	0.35	0.06	5.44	7.12	25
5.	Alwar ..	430	10,02,131	0.17	0.59	..	0.30	0.62	26.77	10.71	38.90	4

## APPENDIX XXXI

Total income of Panchayats from different sources during the year, 1961-62.

*(Reference : Para 15.21)*

Source	Income (Rs. in lacs)		
1. Grants from State Government .. ..	..	..	15.00
2. Grants from higher institutions .. ..	..	..	143.36
3. Taxes levied by Panchayats .. ..	..	..	11.77
4. Other sources—			
(a) Income from remunerative assets .. ..	..	..	14.82
(b) Fees & Fines .. ..	..	..	17.58
(c) Donations & Contributions .. ..	..	..	27.93
(d) Miscellaneous .. ..	..	..	44.95
TOTAL ....			275.41

## APPENDIX XXXII

Statement showing position about taxes imposed by Panchayat Samitis.

(Reference : Para 15.22)

Sl. No.	Particulars	1960-61	1961-62	1962-63	1963-64
1.	No. of Panchayat Samitis which imposed any tax .. ..	129	159	176	180
2.	No. of Panchayat Samitis which imposed:—				
	(i) Cess on land revenue .. ..	112	142	157	161
	(ii) Education Cess .. ..	11	23	26	26
	(iii) Professional Tax .. ..	31	75	78	78
	(iv) Tax on Fairs .. ..	10	21	21	21
3.	Total estimated income from taxes imposed (including fees) (Rs. in lacs)	29.74	37.89	41.88	42.45
4.	Income actually realised (including fees) (Rs. in lacs) .. ..	9.42	15.50	22.97	N.A.
5.	Percentage of realisation .. ..	32%	41%	55%	N.A.

## APPENDIX XXXIII

## Powers of taxation of Panchayati Raj Institutions

(Reference : Para 15.37)

Institution	Taxes which may be imposed	Sharing
1	2	3
Gram Panchayat ..	1. House Tax. 2. Vehicle tax (Compulsory) 3. Tax on Fairs and Markets. 4. Pilgrim Tax	No sharing.
Nagar Panchayat ..	1. House Tax. (Compulsory) 2. Vehicle Tax (Compulsory) 3. Octroi 4. Tax on Fairs and Markets. 5. Pilgrim Tax	No sharing.
Panchayat Samiti ..	1. Entertainment Tax (Compulsory) 2. Surcharge on Stamp Duty 3. Tax on Commer- cial Crops. 4. Tax on Fairs and Markets. 5. Pilgrim Tax. 6. Education Cess 7. Cess on Land Revenue (Com- pulsory at 5%	Between Panchayat Samiti and Panchayat in the ratio of 75:25.      No sharing. No sharing in respect of com- pulsory cess at 5%; cess at enhanced rate to be shared



1	2	3
	optional at higher rates.)	between Panchayat Samiti & Panchayat in the ratio of 2:1
Zila Parishad	<p>.. 1. Profession Tax (Compulsory)</p> <p>2. Surcharge on Stamp Duty.</p> <p>3. Tax on Commercial Crops.</p> <p>4. Tax on Fairs and Markets.</p> <p>5. Pilgrim Tax</p> <p>6. Education Cess</p> <p>7. Cess on Land Revenue at enhanced rate over 5%.</p>	<p><i>Between Zila Parishad, Panchayat Samiti &amp; Panchayat in the ratio of 40:30:30.</i></p> <p><i>Between Zila Parishad &amp; Panchayat Samiti in the ratio of 1:2</i></p> <p><i>Between Zila Parishad, Panchayat Samiti &amp; Panchayat in the ratio of 2:2:1.</i></p>

## APPENDIX XXXIV

Permissions and Licences may be issued by Panchayats.

(Reference: Para 15.45)

1. Licence for tea-stall and restaurants.
2. Licence for displaying goods for sale.
3. Licence for carrying on dangerous or offensive trades.
4. Licence for theatres and circuses.
5. Licence for use of bus-stands.
6. Licence for collection of hides and skins.
7. Permission for temporary structures.
8. Permission for construction or additions and alterations.
9. Licence for earmarked space in Hats and Bazaars.
10. Permission for drains and cesspools.
11. Licence to brokers and commission agents.
12. Licence for slaughter houses.

## APPENDIX XXXV

List of professions in respect of which Zila Parishad may levy tax.

(Reference: Para 15.26(6))

1. Advocates, pleaders and solicitors.
2. Owners of mills and factories, oil presses, cotton presses, printing presses and other presses.
3. Public and private limited companies.
4. Bankers and money lenders (excluding Co-operative Banks).
5. Wholesale dealers, auctioneers, manufacturers, commission agents and brokers.
6. Retail dealers, Halwais and Betel shops.
7. Contractors.
8. Owners of mines and factories.
9. Private Practitioners, Doctors, Unani Hakims, Vaidyas and Homoeopaths.
10. Keepers of hotels and restaurants.
11. Owners and managers of cinemas, circuses and theatres.
12. Dealers in animals.
13. Owners or managers of liquor shops.

# APPENDIX XXXVI

## Statement showing transfer of funds to P.D. Account of Panchayat Samitis/Zilla Parishads during the years, 1961-62 to 1963-64.

(Reference: Para 15.50)

(Rs. in lacs)

S. No.	Head	1961-62			1962-63				1963-64				
		Non-Plan Loans		Total 6	Non-Plan Loans		Total 10	Non-Plan Loans		Total 14			
		3	4		7	8		11	12				
1	2	Plan	Non-Plan	5	9	13							
I. PANCHAYAT SAMITIS													
1.	Agriculture	14.29	6.34	93.71	114.34	8.85	8.62	129.50	146.97	16.12	8.98	157.92	183.02
2.	Animal Husbandry ..	20.44	6.98	..	27.42	4.73	20.65	..	25.38	5.20	17.30	..	22.50
3.	Co-operation	20.13	13.32	2.32	35.77	17.59	12.70	3.02	33.31	18.48	12.87	5.66	37.01
4.	Industries ..	4.63	10.86	0.08	15.57	1.44	7.43	..	8.87	0.73	1.59	..	2.32
5.	Education ..	32.95	235.51	..	268.46	50.25	264.10	..	314.35	77.94	280.77	..	358.71
6.	Medical & Health ..	32.91	7.75	..	40.66	9.09	8.41	..	17.50	1.45	7.42	..	8.87
7.	Social Welfare	26.62	7.69	..	34.31	14.85	7.77	..	22.62	22.78	5.28	..	28.06
8.	C.D. & N.E.S.	153.30	32.50	60.50	246.30	149.40	44.29	46.00	239.69	163.86	57.63	55.35	276.84
9.	Forest ..	0.59	..	..	0.59	1.80	..	..	1.80	..	..	..	..
10.	Statistics ..	0.72	..	..	0.72	0.62	..	..	0.62	..	..	..	..
11.	P.W.D. ..	..	9.27	..	9.27	..	3.38	..	3.38	1.15	..	..	1.15

	3	4	5	6	7	8	9	10	11	12	13	14
12. L.D. works & Pilot Projects ..	26.67	..	..	26.67	26.39	..	2.68	29.07	30.72	..	10.76	41.18
13. Minor Irrigation ..	..	..	24.10	24.10	..	..	37.61	37.61	..	..	33.53	33.53
14. Revenue Tax-cavi ..	..	..	8.96	8.96	..	..	6.75	6.75	..	..	4.61	4.61
15. <i>Ad hoc</i> Grants ..	20.56	..	18.42	38.98	13.75	..	13.27	27.02	3.00	..	3.00	6.00
16. Free Fund ..	32.22	..	..	32.22	..	..	..	..	3.51	..	..	3.51
17. Pradhans' Allowance ..	..	4.16	..	4.16	..	4.18	..	4.18	..	4.16	..	4.16
18. Share of Land Revenue ..	..	34.11	..	34.11	..	33.98	..	33.98	..	34.12	..	34.12
19. Rural Housing ..	..	..	16.38	16.38	..	..	9.75	9.75	0.30	..	5.15	5.45
20. Flood Fire Relief ..	..	0.58	7.87	8.45	..	1.51	0.61	2.12	..	0.73	0.18	0.91
21. Panchayats ..	..	0.51	..	0.51	..	..	..	..	..	..	..	..
<b>TOTAL ..</b>	386.03	369.58	232.34	987.95	298.76	417.02	249.19	964.97	345.24	430.85	276.16	1052.25
<b>II. ZILA PARISHADS</b>												
1. <i>Ad hoc</i> Grants ..	4.35	..	..	4.35	4.41	..	..	4.41	4.73	..	..	4.73
2. Allowance to Pramukhs ..	0.60	..	..	0.60	0.66	..	..	0.66	0.66	..	..	0.66
<b>TOTAL ..</b>	4.95	..	..	4.95	5.07	..	..	5.07	5.39	..	..	5.39

## APPENDIX XXXVII

## Proposed Financial pattern of Panchayati Raj Institutions.

(Reference: Para 15.72)

Institution	Financial Resources.
I. Panchayat ..	<ol style="list-style-type: none"> <li data-bbox="335 485 936 548">1. General Development Grant @ Re. 1/- per capita.</li> <li data-bbox="335 556 681 585">2. Income from taxes levied.</li> <li data-bbox="335 594 926 657">3. Matching grant on income from taxes at 25% of actual realisation.</li> <li data-bbox="335 666 881 695">4. Share of taxes levied by Panchayat Samiti.</li> <li data-bbox="335 703 698 732">5. Income from fees and fines.</li> <li data-bbox="335 741 812 770">6. Share of income from tank irrigation.</li> <li data-bbox="335 778 926 842">7. Special levies in respect of works of general utility.</li> <li data-bbox="335 850 774 949">8. Loans,— (i) raised by Panchayat; (ii) granted by State Government.</li> <li data-bbox="335 958 926 1342">9. Other incomes from — (i) Sale of Abadi land; (ii) Fish culture in ponds and tanks and leasing of waters; (iii) Income from cattle pound; (iv) Grazing land; (v) Unoccupied waste land—trees and natural produce; (vi) Remunerative assets; (vii) Small scale undertakings; (viii) Donations and contributions.</li> </ol>
II. Panchayat Samiti	<ol style="list-style-type: none"> <li data-bbox="335 1368 926 1397">1. General Development Grant @ Rs. 2/- per capita.</li> <li data-bbox="335 1405 926 1504">2. Adjustment Grant at Re. 1/- per capita (in case of Panchayat Samitis which have not run the course of Stage I block).</li> <li data-bbox="335 1513 926 1612">3. Additional Establishment Grant (to cover expenditure on establishment over and above Re. 1/- per capita.).</li> </ol>

Institution	Financial Resources.
	<ol style="list-style-type: none"> <li>1. General Development Loan @ 50 Paise per capita.</li> <li>5. Specific Grants for activities and schemes transferred.</li> <li>6. Specific loans for activities and schemes transferred.</li> <li>7. Education Grant at prescribed per capita.</li> <li>8. Income from Taxes levied (subject to sharing by Panchayat).</li> <li>9. Matching grant on income from taxes @ 25 % of actual realisation.</li> <li>10. Share of taxes levied by Zila Parishad.</li> <li>11. Income from fees.</li> <li>12. Loans—               <ol style="list-style-type: none"> <li>(i) raised by Panchayat Samiti ;</li> <li>(ii) granted by the State Government.</li> </ol> </li> <li>13. Other incomes from—               <ol style="list-style-type: none"> <li>(i) Bone contracts ;</li> <li>(ii) Remunerative assets ;</li> <li>(iii) Profitable vocations and small scale undertakings ;</li> <li>(iv) Donation and contributions.</li> </ol> </li> </ol>
III. Zila Parishad ..	<ol style="list-style-type: none"> <li>1. Specific Grants for establishment and schemes transferred.</li> <li>2. Specific loans for activities and schemes transferred.</li> <li>3. Education Grant.</li> <li>4. Income from taxes levied (subject to sharing).</li> <li>5. Matching grant on income from taxes @ 25 % of actual realisations.</li> <li>6. Income from fees.</li> <li>7. Loans—               <ol style="list-style-type: none"> <li>(i) raised by Zila Parishad ;</li> <li>(ii) granted by State Government.</li> </ol> </li> <li>8. Other incomes from—               <ol style="list-style-type: none"> <li>(i) Remunerative assets;</li> <li>(ii) Profitable vocation and medium scale undertakings;</li> <li>(iii) Donations and contributions.</li> </ol> </li> </ol>

## APPENDIX XXXVIII

Budget of the Panchayat.....for the year.....

(Reference: Para 16.38)

Sl. No.	Head	Actual of the previous year	Budget estimates of the current year	Budget estimates for the next year
1	2	3	4	5
<b>RECEIPTS.—</b>				
1.	Opening Balance .. ..	..	..	..
2.	General Development Grant ..	..	..	..
3.	Other Grants—			
	(i) from State Government ..	..	..	..
	(ii) from local authority ..	..	..	..
4.	Receipts from taxes levied—			
	(i) House tax .. ..	..	..	..
	(ii) Vehicle tax .. ..	..	..	..
	(iii) Octroi .. ..	..	..	..
	(iv) Tax on fairs and markets ..	..	..	..
	(v) Pilgrim tax .. ..	..	..	..
	(vi) Special levies .. ..	..	..	..
5.	Share of taxes imposed by—			
	(i) Panchayat Samiti .. ..	..	..	..
	(ii) Zila Parishad .. ..	..	..	..
6.	Matching grant for taxes ..	..	..	..
7.	Income from Fees and Fines ..	..	..	..
8.	Income from sale of Abadi land ..	..	..	..



1	2	3	4
---	---	---	---

## 9. Non-tax revenue.—

- (i) Sale produce of property ..
- (ii) Income from land .. ..
- (iii) Income from unoccupied waste land .. ..
- (iv) Income from fisheries ..
- (v) Income from cattle pound ..
- (vi) Income from remunerative assets
- (vii) Income from any undertaking
- (viii) Income from contribution and donations .. ..
- (ix) Miscellaneous .. ..

## 10. Loans—

- (i) raised by Panchayat .. ..
- (ii) from the Panchayat Samiti ..
- (iii) from the State Government ..

## 11. Deposits .. ..

TOTAL ..

**EXPENDITURE—**

## 1. General Administration—

- (i) Pay .. ..
- (ii) Allowances .. ..
- (iii) Contingencies .. ..

## 2. Expenditure on civic amenities.—

- (i) Construction of public streets etc.
- (ii) Lighting arrangements.. ..
- (iii) Provision of drinking water ..

1	2	3	4	5
	(iv)	Maintenance of Ghats etc.	..	
	(v)	Construction and Maintenance of drains	.. ..	
	(vi)	Burning and Burial Ghats	..	
	(vii)			
	(viii)			
	(ix)			
3.	Social Welfare and Social Services.—			
	(i)	Provision of medical relief	..	
	(ii)	Relief to flood fire sufferers	..	
	(iii)	Relief to destitutes	.. ..	
	(iv)	Equipment for schools	..	
	(v)	Allowances to teachers	..	
	(vi)	Maternity and Child Welfare	..	
	(vii)	Social and cultural activities		
	(viii)	Family Planning	..	
	(ix)			
	(x)			
4.	Local Administration.—			
	(i)	Maintenance of cattle pounds	..	
	(ii)	Village Defence	.. ..	
	(iii)	Census and surveys	.. ..	
	(iv)	Management and control of forests; and	.. ..	
	(v)	Control and management of fairs, markets	.. ..	
	(vi)			
	(vii)			
	(viii)			
5.	Development.—			
	(i)	Agriculture	.. ..	
	(ii)	Animal Husbandry	.. ..	

1	2	3	4	5
(iii) Rural Arts & Crafts ..	..	..		
(iv) Co-operation ..	..	..		
(v)				
(vi)				
(vii)				
6. Contributions to Panchayat Samiti/ Zila Parishad ..	..	..		
7. Miscellaneous Expenses ..	..	..		
8. Expenses on remunerative under- takings ..	..	..		
9. Repayment of loans ..	..	..		
10. Refund of deposits ..	..	..		
11 . Closing balance ..	..	..		
		TOTAL ..		

## APPENDIX XXXIX

(Proforma) Abstract of the Budget Estimates of Panchayat Samiti/Zila Parishad  
for the year.....

(Reference : Para 16.44)

Sl. No.	Heads	Actuals for the year—	Budget estimates for the year—	Revised estimates for the year—	Estimates for the year—
1	2	3	4	5	6
<b>RECEIPTS.—</b>					
1.	Opening balance ..	..	..		
2.	Grants.—				
	(i) General Development Grant				
	(ii) Adjustment Grant ..	..	..		
	(iii) Additional Establishment Grant				
	(iv) Specific Grant ..	..	..		
	(v) Education Grant ..	..	..		
3.	Income from taxes and fees ..	..	..		
4.	Miscellaneous.—				
	(i) Receipts from remunerative enterprises ..	..	..		
	(ii) Donations and contributions				
	(iii) Non-tax revenues ..	..	..		
	(iv) Interest ..	..	..		
	(v) Miscellaneous ..	..	..		
5.	Loans by Government.—				
	(i) General Development Loan ..	..	..		
	(ii) Specific Loans ..	..	..		
	(iii) Miscellaneous ..	..	..		
6.	Loan raised by P. S./Z.P. ..	..	..		
7.	Recovery of Loans ..	..	..		
8.	Deposits ..	..	..		
	<b>TOTAL ..</b>				

1	2	3	4	5	6
---	---	---	---	---	---

## EXPENDITURE.—

1. Establishment (vide Form.....)					
2. Animal Husbandry ..	..	..			
3. Agriculture ..	..	..			
4. Irrigation ..	..	..			
5. Health & Rural Sanitation ..					
6. Education (including Social Education) ..	..	..			
7. Communications ..	..	..			
8. Industries ..	..	..			
9. Housing ..	..	..			
10. Co-operation ..	..	..			
11. Social Welfare ..					
12. Maintenance of Buildings ..					
13. Forest ..	..	..			
14. Others.—					

(1)

(2)

(3)

(4)

15. Expenditure on remunerative enterprises ..	..	..			
--	----	----	--	--	--

## 16. Loans—

## (1) Agriculture.—

(i) Short-term ..

(ii) Medium term ..

(iii) Long-term ..

(2) Irrigation ..

(3) Rural Housing ..

(4) Industrial Loans ..

(5) Co-operatives ..

17. Repayment of Loans ..	..	..			
---------------------------	----	----	--	--	--

18. Advances ..	..	..			
-----------------	----	----	--	--	--

TOTAL ..

## A-Disciplinary Control of Services.

(Reference: Para 17.28)

S.No.	Class of service.	Appointing Authority	Nature of Penalty	Disciplinary Authority.	Appellate Authority
1	2	3	4	5	6

*Zila Parishad:*

## (i) Services on Deputation.

1.	Chief Executive Officer.	State Government	Minor penalties Major penalties	State Government	Governor.
2.	District Level Officer	-do-	-do-	-do-	-do-
3.	Finance & Accounts Officer	-do-	-do-	-do-	-do-
4.	Subordinate services	Head of Department	Minor penalties.	Chief Executive Officer.	Head of Department.
5.	Ministerial services		Major penalties.	Head of Department.	State Government.
<i>Panchayat Samiti:</i>					
6.	Vikas Adhikari	State Government	Minor penalties Major penalties.	State Government	Governor.

2		3	4	5	6
7. Extension Officers	Head of the Department	Minor penalties.	Vikas Adhikari/ District Level Officer	Head of Department.	
8. Accountant		Major penalties	Head of the Department	State Government.	
9. Accounts Clerk					
(ii) Panchayat Raj Services.					
Zila Parishad:					
10. Ministerial staff	Chief Executive Officer	Minor penalties	District Level Officer concerned/Administrative Officer	Ch of Executive Officer.	
11. Teachers in Panchayat Samiti	(as per selection of D.S.O.)	Major penalties	Chief Executive Officer	District Tribunal.	
12. Class IV servants	Chief Executive Officer	All penalties	Chief Executive Officer	District Tribunal.	
Panchayat Samiti:					
13. Ministerial staff	Chief Executive Officer	Minor penalties	Vikas Adhikari	Chief Executive Officer	
14. Teachers in Panchayat Samiti	Chief Executive Officer (as per selection of D.S.O.)	Major penalties	Chief Executive Officer	District Tribunal.	
15. Village Level Workers, Field-men, Drivers.	Vikas Adhikari	All penalties.	Vikas Adhikari	Chief Executive Officer.	
16. Class IV servants.					
Panchayats:					
17. Panchayat Secretaries.	Chief Executive Officer	Minor penalties Major penalties	Vikas Adhikari Chief Executive Officer.	Chief Executive Officer District Tribunal	
Nyaya Panchayat:					
18. Nyaya Panchayat Secretaries	-do-	Minor penalties Major penalties	Nyaya Panchayat Chief Executive Officer	Chief Executive Officer District Tribunal.	

APPENDIX XL  
B-Annual Confidential Report of Services.  
(Reference: Para 17.28)

S.No. 1	Class of Services 2	Authority initiating the report 3	To be submitted to 4	Remarks 5
<i>Zila Parishad :</i>				
1.	Chief Executive Officer	Pramukh, Zila Parishad.	Government.	
2.	District Level Officers	Chief Executive Officer.	Head of Department.	
3.	Finance and Accounts Officer	Chief Executive Officer.	Chief Accounts Officer.	
4.	Subordinate & Ministerial services.	Concerned District Level Officer's or Administrative Officer.	Chief Executive Officer.	
<i>Panchayat Samiti :</i>				
*1.	Vikas Adhikari	Chief Executive Officer.	Government.	
2.	Extension Officers	Vikas Adhikari.	Chief Executive Officer through District Level Officers.	
*3.	Ministerial staff, Village Level Worker's and Teachers.	Vikas Adhikari.	Chief Executive Officer.	

\* The Pradhan, Panchayat Samiti, will make a report about the work of the Vikas Adhikari which will be attached to and form part of the confidential report.

† Vikas Adhikari will consult the Extension Officers in case of V.L.W.'s and the Education Extension Officer in case of teachers while writing Annual Confidential Reports.



## APPENDIX XLI

Grouping of Districts for appointment of judicial member of District Tribunal  
and Assistant Examiner, Local Fund Audit.

(Reference Paras 18.9 & 18.22)

S. No.	Districts to be grouped				No. of Panchayat Samitis	Headquarter.
1	2				3	4
1.	Jaipur	..	..	..	17	Jaipur
	Sawai Madhopur	..	..	..	10	
					27	
2.	Ajmer..	..	..	..	8	Ajmer
	Bhilwara	..	..	..	11	
	Tonk	..	..	..	6	
					25	
3.	Alwar	..	..	..	14	Alwar
	Bharatpur	..	..	..	13	
					27	
4.	Bikaner	..	..	..	4	Bikaner
	Ganganagar	..	..	..	9	
	Nagaur	..	..	..	11	
					24	
5.	Churu	..	..	..	7	Sikar
	Sikar	..	..	..	8	
	Jhunjhunu	..	..	..	8	
					23	
6.	Jodhpur	..	..	..	9	Jodhpur
	Jaisalmer	..	..	..	3	
		..	..	..	8	
					20	

1	2			3	4
7.	Pali	..	..	10	Pali
	Jalore	..	..	7	
	Sirohi	..	..	5	
				22	
8.	Kota	..	..	11	Kota
	Bundi	..	..	6	
	Jhalawar	..	..	4	
				21	
9.	Udaipur	..	..	19	Udaipur
	Dungarpur	..	..	5	
				24	
10.	Chittor	..	..	11	Chittor
	Banswara	..	..	8	
				19	

Present Administrative Organisation.

(Reference: Para 19.22)

State Level:

Minister for Panchayat & Development

Development Commissioner & Ex-Officio Secretary to the Government

Joint Development Commissioner & Ex-Officio Dy. Secretary to Government

Director of Training	Dy. Development Commissioners(4)	Asstt. Dev. Commissioner	Executive Engineer	Accounts Officers(2)	Statistical Officer	Editor, Rajasthan Vikas	Chief Organiser, Radio Rural Forum
----------------------	----------------------------------	--------------------------	--------------------	----------------------	---------------------	-------------------------	------------------------------------

- |  |           |                   |
|--|-----------|-------------------|
| 1. Administration for Women's          | Asstt.    | 1. Head Qr.       |
| 2. Enquiries, Law Programme & Judicial | Engineers | 2. Inspection (2) |
| 3. Inspections                         |           |                   |
| 4. Planning                            |           |                   |

District Level:

Collector & District Development Officer.....Pramukh, Zila Parishad.....District Level Officers

1. Distt. Agriculture Officer.
2. Distt. Animal Husbandry Officer.

3. Asstt. Registrar Co-operative Societies.
4. District Medical & Health Officer.

5. Inspector of Schools,

6. District Industries Officer.

Assistant Engineer,

C. D. Works

Dy. District Development Officer-cum-Secretary Zila Parishad

**Panchayat Samiti Level :**

Pradhan, Panchayat Samiti  
|  
Vikas Adhikari—Chief Executive Officer of Panchayat Samiti..  
|  
Extension Staff.

Agriculture Extension Officer.	Animal Husbandry Extension Officer.	Farm Manager	Co-operative Extension Officer	Sheep & Wool Extension Officer	Education Extension Officer	Overseer	Industries Extension Officer.
--------------------------------	-------------------------------------	--------------	--------------------------------	--------------------------------	-----------------------------	----------	-------------------------------

**Village Level :**

.....Sarpanch, Gram Panchayat.....  
: Village Level Worker.  
Teachers. Panchayat Secretary  
———Direct Administrative Control  
.....Associate Relationship.

# APPENDIX XLIII

## Proposed Administrative Organisation

(Reference: Para 19.22)

State Level :

Minister for Panchayat & Development  
 Development Commissioner & Ex-Officio Secretary to the Government  
 Joint Development Commissioner & Ex-Officio Dy. Secretary to the Government

Director of Dy. Development Commissioners (2)	Asstt. Development Commissioners (3)	Accounts Officer	Executive Engineer	Statistical Officer	Editor, Rajasthan Vikas.	Chief Organiser Radio Rural Forum
1. Planning 2. Inspections and Reports	1. Administration 2. Law & Rules 3. Special Projects					
			Asstt. Engineers(2)			

District Level :

Prannukh, Zila Parishad.

Chief Executive Officer

Administrative Officer	District Level Officers—	Finance & Accounts Officer
	1. Distt. Agriculture Officer. 2. Distt. Animal Husbandry Officer. 3. Executive Engineer/Asstt. Engineer. 4. Dy. Inspector of Schools/Dy. Inspector of Schools. 5. Social Welfare Officer.	

## Panchayat Samiti Level :

Pradhan, Panchayat Samiti.

Vikas Adhikari

Extension Staff

Agriculture Extension Officer	Animal Husbandry Extension Officer	Co-operative Extension Officer	Education Extension Officer	Overseer

## Panchayat Level :

Sarpanch, Gram Panchayat.

Teachers	Panchayat Secretary	Village Level Worker
----------	---------------------	----------------------

4. Kota  
5. Ajmer  
6. Pali  
7. Sawai Madhopur  
8. Udaipur  
9. Dabok  
10. Sardarshahar.

3. Job Training  
2 weeks.  
V.L.W. is appointed as Panchayat Secretaries. 400 100

100 at each Centre.

2. Gram Sowak Training Centre at—

1. Kota
2. Sawai Madhopur
3. Mandoro
4. Garhi
5. Tilonia.

1. Job Training: 2 years. Gram Sowaks. 400 500

3. Rajasthan. College of Agriculture, 30 in one batch. 1. Refresher Course One month. Agriculture Extension Officers and Gram Sahayaks. 200 100

4. Government Agriculture Farms. Pre-Appointment Training 15 days. Agriculture Extension Officers. 100 100

5. Government Veterinary College, 30 in one batch. Refresher Course One month. Animal Husbandry Extension Officers. 100 100

6. Block Level Officers Training School. Job Training. One year. Co-operative Extension Officers. 100 100

7. Sheep & Wool Training School, Jodhpur. Refresher Course One month. Gram Sowaks from desert areas. 100 100







## APPENDIX XLIV

## List of Training Institutions.

(Reference: Para 20.4)

Sl. No.	Name of the Institution.	Intake capacity.	Type and duration of Training	Personnel to be trained.
1	2	3	4	5
<b>Central Institutions.</b>				
1.	Orientation Training Centre at Udaipur.		1. Orientation Training. One month.	Vikas Adhikaris, Extension Officers, Gram Sewaks (selected), Pradhans, Co-opted members of Panchayat Samitis, Chairmen of Nyaya Panchayats, Progressive Farmers and M.L.A's.
			2. Job Training Six weeks.	Vikas Adhikaris.
			3. Study Course Three weeks.	Vikas Adhikaris, District Level Officers, Pradhans, M.L.A's.
<b>State Institutions.</b>				
1.	Panchayanti Raj Adhyayan Kendras at— 1. Jaipur 2. Jodhpur 3. Bikaner.	80 at each Centre	1. General Training 10 days. 2. Job Training 3 months.	Members of Panchayat Samiti, Members and Chairmen of Nyaya Panchayats, Panchayat Secretaries.

		3. Job Training	2 weeks.	V.L.W.'s appointed as Panahayat Secretaries.	
				450	225
4.	Kota				
5.	Ajmer				
6.	Pali				
7.	Sawai Madhopur				
8.	Udaipur			100	301
9.	Dabok			10	500
10.	Sardarshahar.			10	500
		1. Job Training.	2 years.	Gram Sewaks.	400
2.	Gram Sewak Training Centre at- 100 at each Centre:				
	1. Kota				
	2. Sawai Madhopur				
	3. Mandore				
	4. Garhi				
	5. Tilonia.				
3.	Rajasthan College of Agriculture, Udaipur.	1. Refresher Course	One month	Agriculture Extension Officers and Gram Sahayaks.	
4.	Government Agriculture Farms.	Pre-Appointment Training.	15 days.	Agriculture Extension Officers.	
5.	Government Veterinary College, Bikaner.	Refresher Course	One month	Animal Husbandry Extension Officers.	
6.	Block Level Officers Training School.	Job Training.	One year.	Co-operative Extension Officers.	
7.	Sheep & Wool Training School, Jodhpur.	Refresher Course	One month	Gram Sewaks from desert areas.	

*Government Central Press, Jaipur.*